A 4375-1

THE BOOK OF THE STATES

1980-1981

VOLUME 23

THE COUNCIL OF STATE GOVERNMENTS
LEXINGTON, KENTUCKY

COPYRIGHT 1980 BY
THE COUNCIL OF STATE GOVERNMENTS
IRON WORKS PIKE, P.O. BOX 11910
LEXINGTON, KENTUCKY 40578

THE COUNCIL OF STATE GOVERNMENTS

The Council is a joint agency of all state governments—created, supported, and directed by them. It conducts research on state programs and problems; maintains an information service available to state agencies, officials, and legislators; issues a variety of publications; assists in state-federal liaison; promotes regional and state-local cooperation; and provides staff for affiliated organizations.

HEADQUARTERS OFFICE
Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578

EASTERN OFFICE
1500 Broadway, 18th Floor, New York, New York 10036

MIDWESTERN OFFICE
203 North Wabash Avenue, Chicago, Illinois 60601

SOUTHERN OFFICE
3384 Peachtree Road, NE, Atlanta, Georgia 30326

WESTERN OFFICE
165 Post Street, 5th Floor, San Francisco, California 94108

WASHINGTON OFFICE
444 North Capitol Street, Washington, D.C. 20001

Library of Congress Catalog Card Number: 35-11433
ISBN 0-87292-015-1
Printed in the United States of America
Price: $28.00

FOREWORD

SINCE 1935, *The Book of the States* has provided authoritative information on the structures, working methods, financing, and functional activities of state governments. The legislative, executive, and judicial branches are surveyed along with intergovernmental relations and the major areas of public service performed by the states. Emphasis is on the developments of the two years preceding this biennial publication.

Coverage in this edition, which is Volume 23, extends to late 1979. Supplemental rosters of state legislators and other officials are published by the Council of State Governments as part of its mission of service to the states. The next editions of these two supplements are now scheduled to appear in early 1981 (for legislators and statewide elected officials) and in mid-1981 (for major administrative officials and others).

The Council of State Governments wishes to acknowledge the valuable help of many state officials and members of the legislative service agencies who furnished information on a variety of subjects. We likewise extend our thanks to the many authors whose contributions appear in this edition.

William J. Page, Jr.
Executive Director
The Council of State Governments

Lexington, Kentucky
April 1980

THE BOOK OF THE STATES

IS PUBLISHED BIENNIALLY BY
THE COUNCIL OF STATE GOVERNMENTS
IRON WORKS PIKE, P.O. BOX 11910
LEXINGTON, KENTUCKY 40578

Jack L. Gardner, *Editor*
Ralph J. Marcelli, *Executive Editor*

Editorial Assistants	*Research Assistants*
Karen Haller	Carolyn Kenton
Linda Bowman	Mary Caufield Breeding
Linda Bailey	Michelle Milby Gardner
Jennifer Stoffel	

CONTENTS

Section I. CONSTITUTIONS, LEGISLATION, AND ELECTIONS

1. Constitutions

State Constitutions and Constitutional Revision: 1978-79 and the 1970s 1

2. Legislation

Trends in State Legislation: 1978-79 22
The Legal Status of Women 36
Uniform State Laws 47

3. Elections

Election Legislation 52

Section II. THE LEGISLATURES

The State Legislatures 77

Section III. THE JUDICIARY

The State of the Judiciary 143

Section IV. ADMINISTRATIVE ORGANIZATION

1. Administration

State Executive Branch Activities 167
State Budgeting 199
Developments in State Purchasing 213
State Information Systems 220
State Library Agencies: An Overview 226
State Planning 234
Productivity 237

2. Employment

Civil Service Reform 242
Finances of State-Administered Public Employee Retirement Systems 255
State Government Employment in 1978 266

Section V. FINANCE

1. Revenue, Expenditure, Debt

State Finances in 1978 275
State and Local Government Finances in 1977-78 293
The Consumer Price Index 308

2. Taxation

Recent Trends in State Taxation 318
State Tax Collections in 1979 337

Section VI. MAJOR STATE SERVICES

1. Education

State Public School Systems 351
Postsecondary Education 366

2. Transportation

Transportation 383

3. Human Services

State Health Agency Programs 402
Public Welfare 414

4. Public Protection

The States and the Criminal Justice System 432
State Police and Highway Patrols 450
Consumer Protection 455
Developments in Public Utility Regulation 462
The National Guard 475
State Regulation of Occupations and Professions 480

5. Housing and Development

Housing and Community Development 485
Business and Industrial Development 492

6. Natural Resources

Pollution and the Environment 497
State Parks and Outdoor Recreation 518
State Agriculture 523
State Forestry Administration 534
Soil and Water Conservation 541
Energy 548

7. Labor Relations

Labor Legislation: 1978-79 559
Employment Security Administration in the States 577

Section VII. INTERGOVERNMENTAL AFFAIRS

1. Interstate Organizations

The Council of State Governments 585
Interstate Compacts and Agreements: 1978-79 596

2. Intergovernmental Relations

Significant Developments in Federal-State Relations 604
General Revenue Sharing 609

3. State-Local Relations

State Actions Affecting Local Affairs 615
State Aid to Local Governments in 1978 623

Section VIII. THE STATE PAGES

Alabama 637
Alaska 637
Arizona 638
Arkansas 638
California 639
Colorado 639
Connecticut 640
Delaware 640
Florida 641
Georgia 641
Hawaii 642
Idaho 642
Illinois 643
Indiana 643
Iowa 644
Kansas 644
Kentucky 645
Louisiana 645
Maine 646
Maryland 646
Massachusetts 647
Michigan 647
Minnesota 648
Mississippi 648
Missouri 649
Montana 649
Nebraska 650
Nevada 650
New Hampshire 651
New Jersey 651
New Mexico 652
New York 652
North Carolina 653
North Dakota 653
Ohio 654
Oklahoma 654
Oregon 655
Pennsylvania 655
Rhode Island 656
South Carolina 656
South Dakota 657
Tennessee 657
Texas 658
Utah 658
Vermont 659
Virginia 659
Washington 660
West Virginia 660
Wisconsin 661
Wyoming 661
District of Columbia 662
American Samoa 662
Federated States
  of Micronesia 663
Guam 663
Marshall Islands 664
Northern Mariana Islands 664
Puerto Rico 665
Virgin Islands 665

Author Index 667
Subject Index 668

LIST OF TABLES

Section I. CONSTITUTIONS, LEGISLATION, AND ELECTIONS

1. Constitutions

General information on state constitutions 16
Constitutional amendment procedure: by the legislature 17
Constitutional amendment procedure: by initiative 18
Procedures for calling constitutional conventions 19
State constitutional commissions operative January 1, 1978-December 31, 1979 20
Constitutional conventions: 1978-79 21

2. Legislation

Initiative provisions for state legislation 26
Selected legislative actions 27
Provisions for referendum on state legislation 28
Characteristics of state ethics boards and commissions 30
Coverage and scope of state provisions in financial disclosure/conflict of interest 32
Age of majority for specified activities 33
Principal provisions of state firearms laws 34
Legalized gaming in the states 35
Divorce laws 44
Marriage laws 46
Record of passage of uniform acts 49

3. Elections

Campaign finance laws: filing requirements 56
Campaign finance laws: limitations on expenditures 60
Campaign finance laws: limitations on contributions 62
Use of voting devices 65
Qualifications for voting 66
Polling hours: general elections 68
Presidential or preferential delegate primaries 69
Officers with statewide jurisdiction to be elected: 1980-81 70
Primary elections for state officers 72
Voter turnout for presidential elections: 1968, 1972, and 1976 73
Voter turnout in nonpresidential election years: 1970, 1974, and 1978 74
Voter statistics for gubernatorial elections 75

Section II. THE LEGISLATURES

Names of state legislative bodies and convening place 84
The legislators: numbers, terms, and party affiliations 85
Apportionment of legislatures: senate 86
Apportionment of legislatures: house 87
Selected legislative leadership positions: senate 88
Selected legislative leadership positions: house 89
Legislative compensation: regular and special sessions 90
Additional compensation for senate leaders 92
Additional compensation for house leaders 94
Legislative compensation: interim payments and other direct payments 96
Constitutional provisions on legislative compensation 99
Insurance programs for state legislators 100
Retirement programs for state legislators 102
Membership turnover in the legislatures: 1978-79 103
1977-78 sessions, introductions, and enactments: regular sessions 104

Section II. THE LEGISLATURES—continued

1977-78 sessions, introductions, and enactments: special sessions 106
Legislative sessions: legal provisions 108
Enacting legislation: veto, veto override, and effective date 110
Legislative procedure: time limitations on bill introduction 112
Legislative procedure: bill introduction and reference 114
Legislative procedure: standing committees 115
Legislative procedure: standing committee action 116
Legislative appropriations process: budget documents and bills 117
Fiscal notes: content and distribution 118
Legislative review of administrative regulations 120
Summary of sunset legislation 122
Parliamentarian and authority 125
Office space for state legislators: senate 126
Office space for state legislators: house 127
Staff for individual legislators 128
Staff for legislative standing committees 129
Selected services offered by principal legislative staff offices 130
Legislative applications of electronic data processing 138
Registration of lobbyists 140
Lobbyists as defined in state statutes 142

Section III. THE JUDICIARY

State courts of last resort 149
Number of judges and terms for appellate courts and major trial courts 150
Compensation of judges of appellate courts and major trial courts 152
Qualifications of judges of state appellate courts and trial courts of general jurisdiction 154
Final selection of judges 156
Methods for removal of judges and filling of vacancies 158
Selected data on court administrative offices 164

Section IV. ADMINISTRATIVE ORGANIZATION

1. Administration

The governors 170
Governors' compensation 171
The governors: provisions and procedures for transition 172
The lieutenant governors: qualifications and terms 173
The lieutenant governors: powers and duties 174
Attorneys general and secretaries of state: qualifications for office 175
Secretaries of state: legislative, licensing, registration, and custodial duties 176
Secretaries of state: election and publication duties 177
Prosecutorial and advisory duties of attorneys general 178
Consumer protection activities and subpoena and antitrust powers of attorneys general 179
Duties to administrative agencies and miscellaneous duties of attorneys general 180
State cabinet systems 181
Constitutional and statutory elective administrative officials 182
Constitutional and statutory provisions for length and number of terms of elected state officials 184
Qualifications for election to state office 186
Compensation commission for state officials 188
State administrative officials: annual salaries 190
State administrative officials: methods of selection 195
Provisions for recall of state officials 198
State budgetary practices 202
Budget agency functions 206

1. Administration—continued

Elements of state financial organization 208
State purchasing departments 219
Coordination and control of information systems activities in state agencies 224
Trend of computer inventories: 1969-78 225
State library agencies: structure and appropriations 230
Major functions of state library agencies 231
Functions and responsibilities of state library agencies 232

2. Employment

State personnel agencies: coverage, organization, and selected policies 248
State government employees: fringe benefits 250
State employee labor relations: characteristics and scope 252
State employee labor relations: public unions 254
Number, membership, and benefits of state-administered employee retirement systems, by system characteristics: 1977-78 261
National summary of finances of state-administered employee retirement systems, selected years: 1962-78 261
Membership and benefit operations of state-administered employee retirement systems: last month of fiscal 1978 262
Finances of state-administered employee retirement systems, by state: 1977-78 264
Summary of state government employment: 1948-78 270
Employment and payrolls of state and local governments, by function: October 1978 270
State and local government employment, by state: October 1978 271
State and local government payrolls and average earnings, by state: October 1978 272
State government employment, total and for selected functions, by state: October 1978 273
State government payrolls, total and for selected functions, by state: October 1978 274

Section V. FINANCE

1. Revenue, Expenditure, Debt

National totals of state government finances: 1960-78 280
Summary financial aggregates, by state: 1978 282
State general revenue, by source and by state: 1978 284
Summary of expenditure, by character and object and by state: 1978 286
State general expenditure in total and for selected functions, by state: 1978 288
State debt outstanding at end of fiscal year, by state: 1978 290
State spending limitations as of November 1979 291
Limitations on state deficits: constitutional and statutory 292
Indebtedness of state and local governments at end of fiscal 1978, by state 297
Summary of governmental finances, by level of government: 1977-78 298
Summary of state and local government finances: 1973-74 to 1977-78 300
General revenue of state and local governments, by source and by state: 1977-78 302
Per capita general revenue of state and local governments, by source and by state: 1977-78 303
Origin and allocation of general revenue of state and local governments: 1977-78 304
Direct general expenditure of state and local governments, by state: 1977-78 305
Per capita direct general expenditure of state and local governments, by state: 1977-78 306
Relation of selected items of state and local government finances to personal income: 1977-78 307
CPI household budget classification system: expenditure classes 314
Consumer price index for urban wage earners and clerical workers 315
Areas, population weights, and pricing schedule for new and revised consumer price indexes 316

2. Taxation

Food and drug sales tax exemptions 326
State excise rates 327
State individual income taxes 328

2. Taxation—continued

State severance taxes: 1979 330
Agencies administering major state taxes 332
Property tax relief: state-financed circuit-breaker programs 334
Range of state corporate income tax rates 336
National summary of state government tax revenue, by type of tax: 1977 to 1979 342
Summary of state government tax revenue, by state: 1977 to 1979 343
State government tax revenue, by type of tax: 1979 344
State government sales and gross receipts tax revenue: 1979 346
State government license tax revenue: 1979 348
Fiscal year, population, and personal income, by state 350

Section VI. MAJOR STATE SERVICES

1. Education

Average annual salary of instructional staff in public elementary and secondary day schools, by state: 1972-73, 1975-76, and 1978-79 358
Fall enrollment in public elementary and secondary day schools: 1977-78 and 1978-79 359
Estimated school-age population, as percentage of total population, and changes: 1977 360
Estimated revenue receipts, public schools: 1977-78 361
Estimated expenditures for public elementary and secondary schools: 1978-79 362
Mandatory collective bargaining laws covering elementary/secondary public school personnel 363
Number of school districts: 1951-52 and 1978-79 364
State boards of education and chief school officers: 1947 and 1979 365
Total enrollments in higher education: 1978 376
Appropriations of state tax funds for operating expenses of higher education 377
Programs of student financial aid, based upon need, to attend colleges or universities: 1976-78 378
Federal funds for higher education distributed through state agencies: 1976-79 379
Number of institutions of higher education and branches: 1978-79 380
Mean salaries of full-time instructional faculty on 9-month contracts in higher education: 1978-79 381
Mean salaries of full-time instructional faculty on 12-month contracts in higher education: 1978-79 382

2. Transportation

State departments of transportation and primary form of organization 389
Responsibilities of state departments of transportation: 1979 390
Total road and street mileage: 1978 391
State receipts and disbursements for highways: 1978 392
Apportionment of federal aid highway funds: fiscal 1980 394
Urban mass transportation administration: distribution of funds 395
State no-fault motor vehicle insurance laws 396
Motor vehicle laws 398
State motor vehicle registrations: 1978 399
Motor vehicle operators and chauffeurs licenses: 1979 400
Car pool and fringe parking projects financed with federal aid 401

3. Human Services

State health agency public health expenditures, by program area: fiscal 1978 407
Sources of funds for public health expenditures of state health agencies: fiscal 1978 408
Number of persons served by state health agencies: fiscal 1978 408
Public health expenditures of state health agencies, by source of funds: fiscal 1978 409
Medical malpractice legislation 410
Selected state health statutes 412
Provisions under "good samaritan" statutes 413
Aid to families with dependent children, recipients and payments: March 1979 424
General assistance, recipients and payments: March 1979 425
Supplemental security income for the aged, blind, and disabled: March 1979 426

3. Human Services—continued

Food stamp program: January 1979 428
Medicaid expenditures, by state: fiscal 1977 429
Social services program, federal allotment for state use 430
Older Americans act, formula allotment levels: fiscal 1979 431

4. Public Protection

Criminal justice statutes in specified areas 445
State death penalty 446
Trends in prison population 447
Criminal justice system direct expenditure: fiscal 1977 448
Number of state law enforcement personnel and state expenditures: fiscal 1978 454
State consumer affairs offices: powers and duties 459
State laws on major consumer issues 460
State public utility commissions 472
Certain regulatory functions of state public utilities commissions 473
Average monthly bills, by customer class, for electricity and gas 474
National guard strength, by state: June 1979 478
Army national guard assigned strength: fiscal 1951-78 479
National guard federal appropriations: fiscal 1978 479
Mandatory continuing education for selected professions 484

5. Housing and Development

State housing finance agency functions 490
Special services for industrial development 494
Tax incentives for industry and other pertinent laws 495
Financial assistance for industry 496

6. Natural Resources

Definition of pollution standard index values 512
National ambient air quality standards 513
Thresholds for national water quality 513
Status of state drinking water programs 514
Environmental impact statement requirements: June 1979 514
Summary of state laws protecting key critical natural resources 515
Coastal zone management in the states 516
State laws affecting management of coastal development, by type of activity or area affected 517
State park attendance, areas, and acreages: 1979 522
Farm income: 1978 527
Farm acreage and income per farm: 1978 528
Production of major grains, by state: 1978 529
Livestock on U.S. farms, by state: 1978 530
Agricultural production, by commodity, for selected items, by state: 1978 531
Foreign investment in U.S. cropland/farmland: January 1, 1977 to June 30, 1978 532
State programs for preservation of farmland 533
Forest fire control program analysis and state forestry personnel: 1978 538
Reforestation programs, Clarke-McNary act stock distribution, and agricultural act achievements expenditures: 1978 539
Cooperative forest management and agriculture conservation program: 1978 540
Erosion and sediment control legislation: principal provisions 544
Status of watershed applications 545
Status of resource conservation and development programs 546
Conservation districts 547

6. Natural Resources—continued

State energy actions 555
Net generation of electric utilities: 1978 556
Energy resource development 557
U.S. energy production and consumption, by fuel type: 1948-78 558

7. Labor Relations

Maximum benefits for temporary total disability provided by workers' compensation 570
Selected state child labor standards affecting minors under 18 572
Changes in basic minimum wages in nonfarm employment under state law: 1965 to 1980 576
Selected data on state unemployment insurance operations, by state: calendar 1978 581
Total unemployment and unemployment rates, by state: 1974-79 582
Selected unemployment service activities, by state: fiscal 1978 583

Section VII. INTERGOVERNMENTAL AFFAIRS

1. Interstate Organizations

Officers and executive committee of the Council of State Governments 589
The Council of State Governments: regional conference officials 590
Proposals of the Committee on Suggested State Legislation 593
Selected organizations serving state and local government officials 594
Participation in selected interstate compacts and agreements 601

2. Intergovernmental Relations

Total federal aid to states: fiscal 1974 to 1978 608
General revenue sharing payments to state governments, by state, by entitlement period 610
General revenue sharing payments to local governments, by state, by entitlement period 612

3. State-Local Relations

Summary of state intergovernmental payments: 1942 to 1978 628
State intergovernmental expenditure, by state: 1972 to 1978 629
Per capita state intergovernmental expenditure, by function and by state: 1978 630
State intergovernmental expenditure, by function and by state: 1978 631
State intergovernmental expenditure, by type of receiving government and by state: 1978 632

Section VIII. The State Pages

Official names of states and jurisdictions, capitols, zip codes, and central switchboards 634
The states of the union: historical data 635
State statistics 636

Section I
CONSTITUTIONS, LEGISLATION, AND ELECTIONS

1. Constitutions

STATE CONSTITUTIONS AND CONSTITUTIONAL REVISION: 1978-79 AND THE 1970s

By Albert L. Sturm*

AS THE 1970s BEGAN, state constitutional modernization was a major concern in many states following reapportionment of most state legislatures during the middle and late 1960s. Although the general level of interest and activity in constitutional revision remained relatively high at the end of 1979, the pace of change in the states' organic laws had slackened substantially. Notwithstanding diminished attention, the number of proposed alterations reflects a continuing concern to adapt constitutions to changing public needs and demands.

The average age of effective state constitutions is approximately 81 years, with their operative periods ranging from the 200-year-old Massachusetts document to the organic laws adopted during the 1970s. New constitutions became effective in Illinois (1971), Louisiana (1975), Montana (1973), and Virginia (1971), and editorially revised documents were adopted in North Carolina (1971) and Georgia (1977). Proposed new or revised constitutions were rejected in Arkansas, Idaho, and Oregon in 1970, and in North Dakota in 1972. As Table 1 indicates, only 18 state constitutions are 20th-century documents; more than half date from the latter half of the 19th century. The average length of state constitutions, most of which include statutory minutiae, is 38,515 words if all local amendments to the 600,000-word Georgia constitution are counted. The average drops to 27,426 words if only the estimated 48,000 words of general statewide provisions in the Georgia document are included in the calculation.

All four methods of initiating constitutional changes expressly authorized in these documents were used during the past biennium: legislative proposal, constitutional initiative, constitutional convention, and constitutional commission. Tables 2, 3, and 4 summarize principal procedural constitutional requirements for use of the first three methods. Only the Florida constitution specifically authorizes a constitutional commission to propose changes directly to the voters. The work of the Florida Constitution Revision Commission established in 1977 pursuant to this provision is discussed later.

---

*Dr. Sturm is Professor Emeritus, Center for Public Administration and Policy, Virginia Polytechnic Institute and State University. Data for this summary analysis was provided by correspondents in the 50 states. Principal sources were elections divisions in the offices of secretaries of state, state legislative service agencies, state libraries, and university institutes and bureaus of governmental research and public affairs.

Following the same general format used in the last five volumes of *The Book of the States* to facilitate comparison, this summary analysis provides data on constitutional changes proposed by each of the authorized techniques during both 1978 and 1979 and the entire decade of the 1970s.

Overview of Constitutional Change: 1978-79 and the Decade

Table A summarizes state constitutional changes by each of the four authorized methods of formal initiation during 1978-79 and the two preceding biennia. In addition to the number of states involved, the table shows the totals of proposals, adoptions, percentages of adoptions, and the aggregates for all methods.

Table A
STATE CONSTITUTIONAL CHANGES BY METHOD OF INITIATION: 1974-79

	Number of states involved			*Total proposals*			*Total adopted*			*Percentage adopted*		
Method of initiation	*1974-75*	*1976-77*	*1978-79*	*1974-75*	*1976-77*	*1978-79*	*1974-75*	*1976-77*	*1978-79*	*1974-75*	*1976-77*	*1978-79*
All methods	48	42	43	352	399	395	256	280	277	72.7	70.2	70.1
Legislative proposal	47	42	40	332	369	319	244	273	223	73.5	74.0	69.0
Constitutional initiative	7	8	10	13	18	17	8	3	6	61.5	16.7	35.3
Constitutional convention	2	1	3	7	12	51	4	4	48	57.1	33.3	94.1
Constitutional commission	...	...	1	...	...	8	...	...	0	...	...	0

Forty-three states were involved in formal constitutional change during the biennium, including 40 in which the legislature proposed alterations, 10 with initiative proposals, three acting on changes proposed by conventions, and Florida, where a commission submitted eight proposals to the voters. Of the total of 395 proposed, 277 or 70.1 percent were adopted, which was only slightly less than the adoption rate of the two preceding biennia. The adoption percentage of proposals initiated by the four methods varied greatly, from a high of 94.1 percent for convention proposals to the rejection of all proposals submitted by the Florida Constitution Revision Commission.

Table B (on the following page) provides more specific data on the use of the four techniques in each state during the past 10 years, and also the total number of amendments to the present constitutions proposed and adopted through 1979. A total of 7,563 amendments or revisions of present state constitutions had been proposed through 1979, or an average of 154.4 amendments in the 49 states where amendments are submitted to the voters (excepting Delaware); of these, 4,603 or an average of 93.9 were adopted.

During the 1970s, all states proposed a total of 1,353 general statewide changes, ranging from modification of single sections to extensive revisions; of these, 936 or 69.2 percent were adopted (Delaware excluded). Five states (Alabama, California, Georgia, Maryland, and South Carolina) took action on 264 local amendments applicable to a single political subdivision or to a few such units; 196 were adopted. All state constitutions were altered to some degree during the 1970s except the Illinois document, which became operative in 1971; the voters rejected three proposed alterations to this new constitution and it was the only unamended organic law among the states at the end of the decade.

Use of Authorized Methods of Change

Legislative Proposals

Legislative proposal is available in all the states and is by far the most commonly used

Table B
STATE CONSTITUTIONAL AMENDMENTS PROPOSED AND ADOPTED, BY METHOD OF INITIATION: 1970-79*

	Total amendments to constitution through Dec. 31, 1979		*Total amendments: all methods 1970-79*		*Proposals by the legislature 1970-79*		*Proposals by constitutional initiative 1970-79*		*Proposals by constitutional convention or commission 1970-79*	
State	*Prop.*	*Adop.*	*Prop.*	*Adop.*	*Prop.*	*Adop.*	*Prop.*	*Adop.*	*Prop.*	*Adop.*
Alabama	566	383	26	17	26	17	...	...	...	...
			71 (a)	52 (a)	71 (a)	52 (a)				
Alaska	19	16	16	13	16	13	...	...	...	...
Arizona	154	88	30	23	28	22	2	1	...	...
Arkansas (b)	144	66	9	5	6	5	3	0	...	...
California	715	425	100	69	92	66	8	3	...	...
			2 (a)	2 (a)	2 (a)	2 (a)				
Colorado	214	98	30	19	18	14	12	5	...	...
Connecticut	13	12	13	12	13	12	...	...	...	...
Delaware	(c)	101	(c)	10	(c)	10	...	...	...	...
Florida	41	21	41	21	31	20	2	1	8 (d)	0 (d)
Georgia	123	81	36	15	36	15	...	...	...	...
			87 (a)	66 (a)	87 (a)	66 (a)				
Hawaii	76	71	42	39	8	5	...	...	34	34
Idaho	171	92	21	13	21	13	...	...	...	...
Illinois	3	0	3	0	3	0	...	...	...	...
Indiana	63	34	14	12	14	12	...	...	...	...
Iowa	45	43	9	9	9	9	...	...	...	...
Kansas	104	77	23	21	23	21	...	...	...	...
Kentucky	51	24	7	5	7	5	...	...	...	...
Louisiana	4	4	4	4	4	4	...	...	...	...
Maine	164	140	30	28	30	28	...	...	...	...
Maryland	216	185	50	47	50	47	...	...	...	...
			22 (a)	16 (a)	22 (a)	16 (a)				
Massachusetts	126	113	25	22	24	21	1	1	...	...
Michigan	27	13	21	10	10	5	11	5	...	...
Minnesota	192	102	10	8	10	8	...	...	...	...
Mississippi	117	48	14	14	14	14	...	...	...	...
Missouri	78	49	41	28	36	27	5	1	...	...
Montana	11	6	11	6	8	5	3	1	...	...
Nebraska	259	173	70	47	70	47	...	...	...	...
Nevada	133	86	33	24	32	23	1	1	...	...
New Hampshire	165	71	34	11	13	3	...	...	21	8
New Jersey	32	23	15	10	15	10	...	...	...	...
New Mexico	199	95	42	22	42	22	...	...	...	...
New York	267	195	33	18	33	18	...	...	...	...
North Carolina	20	18	20	18	20	18	...	...	...	...
North Dakota	182	106	31	19	30	19	1	0	...	...
Ohio	234	129	53	29	42	28	11	1	...	...
Oklahoma	217	102	45	25	43	25	2	0	...	...
Oregon	325	163	69	32	63	31	6	1	...	...
Pennsylvania	15	12	16	13	16	13	...	...	...	...
Rhode Island	80	43	12	7	5	2	...	...	7	5
South Carolina	624	441	35	35	35	35	...	...	...	...
			82 (a)	60 (a)	82 (a)	60 (a)				
South Dakota	168	87	26	12	26	12	...	...	...	...
Tennessee	54	31	14	13 (e)	...	...	...	...	14	13 (e)
Texas (f)	375	235	65	40	65	40	...	...	...	...
Utah	108	62	12	9	12	9	...	...	...	...
Vermont	210	52	5	4	5	4	...	...	...	...
Virginia	10	9	10	9	10	9	...	...	...	...
Washington	126	70	28	16	28	16	...	...	...	...
West Virginia	85	51	14	12	14	12	...	...	...	...
Wisconsin	155	112	25	19	25	19	...	...	...	...
Wyoming	83	46	20	13	20	13	...	...	...	...
Total	7,563	4,704	1,353	946	1,201	846	68	21	8 (d)	0 (d)
			264 (a)	196 (a)	264 (a)	196 (a)			76	60

* Figures in this table apply only to constitutions currently operative.

(a) These are local amendments applicable only to a single political subdivision or a restricted number of such units.

(b) Voters rejected a proposed new constitution in 1970.

(c) Proposed amendments are not submitted to the voters.

(d) Proposed by the Florida Constitution Revision Commission. The other 76 proposals were by constitutional conventions.

(e) Includes one amendment proposed by the 1971 convention which was adopted and 13 proposed by the 1977 convention, of which 12 were adopted.

(f) The 1974 Texas constitutional convention was unable to agree on a proposal for submission to the electorate.

method of initiating constitutional change. Excepting Delaware, where legislative action only is required, all proposed constitutional changes must be submitted to the electorate for approval or rejection. During 1978-79, state legislative assemblies initiated 319 or 80.8 percent of the 395 proposed changes (see Table A). Ten states (Connecticut, Florida, Hawaii, Kansas, Minnesota, North Carolina, Rhode Island, Tennessee, Utah, and Vermont) made no use of this technique during the biennium; of these states, all except Florida, Hawaii, and Tennessee took no action for constitutional changes in 1978-79. In 14 states, the voters adopted all legislative proposals. The number of legislative proposals ranged downward from 35 general and 87 local amendments in Georgia to a single amendment in Alaska, Arkansas, Colorado, Iowa, and Virginia. The 69.9 percent of adoptions of such proposals during the last biennium fell somewhat below the 74 and 73.5 percent of the two preceding biennia.

Table B shows that all states except Tennessee used the method of legislative proposal during the 1970s, and at least one proposal was adopted in every state except Illinois. Some proposals involved extensive revision of the entire document, exemplified in the new constitutions proposed in 1970 in Idaho, Oregon, and Virginia, of which only the Virginia document was approved by the voters. Of the 1,201 legislative proposals of general statewide applicability during the 1970s, 836 or 69.6 percent were adopted (excluding Delaware); the voters approved 196 or 74.2 percent of 264 local amendments.

Some states have used the legislative proposal technique to achieve general constitutional revision by stages. Phased constitutional revision by this method was achieved in the 1970s at least partially in California, Minnesota, Nebraska, Ohio, South Carolina, South Dakota, and Utah. In Texas, the substance of a revised constitution drafted by a constitutional convention that did not receive the required two-thirds majority vote was later submitted by the legislature to the voters in the form of eight proposed amendments, and all were rejected.

State legislatures play the key role in the entire process of constitutional reform. As shown in Table B, during the 1970s they initiated 1,465 of 1,617 amendments proposed by all methods, or 90.6 percent. Legislative support is also essential in the use of other methods of originating constitutional change.

The Constitutional Initiative

In contrast with legislative proposal which may be used to initiate all forms of constitutional alteration, the constitutional initiative is appropriate only for limited change. Currently authorized in 17 states, the constitutional initiative enables proponents of reform measures to have their proposals submitted to the electorate, by petition, when lawmaking bodies fail to act. Table 3 summarizes the salient requirements for use of the constitutional initiative. The ephemeral nature of popular support for initiative proposals is reflected in the results of referenda, which vary greatly in degree of voter approval.

During 1978-79, six of 17 constitutional initiatives proposed in 10 states were adopted, or only 35.3 percent (see Table A). The numbers proposed and adopted in each state were: Arkansas (1-0), California (2-2), Colorado (1-0), Florida (1-0), Michigan (5-3), Missouri (2-0), Montana (1-0), Nebraska (1-0), Nevada (1-1), and Oregon (2-0). Thus, the voters of only three of 10 states accepted constitutional initiatives during the period. Most significant of the initiative proposals during the biennium and of far-reaching national importance and impact was Proposition 13, which was approved by the California voters in June 1978. This measure generated tax and spending limitations in many states.

The adoption ratio of initiatives during the 1970s was less than in the last biennium—21 of 68, or only 30.9 percent. As Table B indicates, the number of initiative proposals ranged from 12 in Colorado and 11 in Michigan and Ohio, to one each in Massachusetts, Nevada, and North Dakota. Adoptions occurred in 11 of the 14 states in which constitutional initiatives were submitted during the decade.

Substantive Changes

Table C provides a rough index of the general subject matter of constitutional changes during 1978-79 and the three preceding biennia. All proposals are grouped into two major categories: those of general statewide applicability, which in 1978-79 included all proposals in all except three states; and proposed local amendments in Alabama (9), Georgia (87), and Maryland (4), which apply to one or only a few political subdivisions. General statewide proposals are further classified under subject matter headings that conform broadly to the principal functional areas of state constitutions. The percentage of adoptions for proposals of statewide applicability during 1978-79 was 67.8 compared with 66.8 during 1976-77, 67.6 in 1974-75, and 70.7 in 1972-73.

Table C
SUBSTANTIVE CHANGES IN STATE CONSTITUTIONS PROPOSED AND ADOPTED: 1972-79

	Total proposed				*Total adopted*				*Percentage adopted*			
Subject matter	*1978-79*	*1976-77*	*1974-75*	*1972-73*	*1978-79*	*1976-77*	*1974-75*	*1972-73*	*1978-79*	*1976-77*	*1974-75*	*1972-73*
Proposals of statewide applicability	295	283	253	389	200	189	171	275	67.8	66.8	67.6	70.7
Bill of rights	17	10	9	26	15	6	6	22	88.2	60.0	66.7	84.6
Suffrage and elections	12	17	23	34	9	14	20	24	75.0	82.4	86.9	70.6
Legislative branch	37	40	40	46	25	18	27	25	67.6	45.0	67.5	54.3
Executive branch	16	32	34	36	12	23	20	25	75.0	71.9	58.8	69.4
Judicial branch	25	34	20	35	19	32	18	26	76.0	94.1	90.0	74.3
Local government	27	7	13	30	13	3	12	23	48.1	42.9	92.3	76.7
Taxation and finance	68	56	49	85	39	41	33	56	57.4	73.2	67.3	65.9
State and local debt	19	36	18	24	9	20	6	15	47.4	55.6	33.3	62.5
State functions	31	42	23	40	24	25	16	36	77.4	59.5	69.6	90.0
Amendment and revision	11	2	8	19	10	1	7	12	90.9	50.0	87.5	63.1
General revision proposals	1	1	12	2	1	1	3	1	100.0	100.0	25.0	50.0
Miscellaneous proposals	31	6	4	12	25	5	3	10	80.6	83.3	75.0	83.3
Local amendments	100	116	99	141	77	91	85	93	77.0	78.4	85.9	65.9

Table C indicates that by far the largest number of proposed changes during each of the four biennia was in the general area of state and local finance, encompassing taxation, debt, and financial administration. The past biennium produced 87 proposals compared with 92 in 1976-77, 67 in 1974-75, and 109 in 1972-73. Although changes in financial provisions covered a wide spectrum, probably the most significant and distinctive of the period, particularly in the last biennium, were proposals to limit taxing and spending by the states and their political subdivisions.

Following the adoption of Proposition 13 in California, Idaho and Nevada, for example, passed similar amendments, and Oregon rejected one. In moving for financial retrenchment, some states elected to impose restrictions on government spending, as exemplified in amendments to the Hawaii and Tennessee documents. Other major subjects of constitutional proposals in finance included property classification and assessment, extension and modification of tax exemptions, and prohibition against legislative mandates of new or expanded local programs without state funding support. Voter reaction to bond issues was mixed, but generally tended toward greater conservatism later in the decade.

The same general pattern of proposals and adoptions relating to the three branches continued during 1978-79 as in the three preceding biennia. The legislature led the other two branches in the number of proposals for constitutional change; the judicial branch ranked first in rate of adoptions with 76 percent, although diminished somewhat from the higher percentages of the preceding two biennia. Legislative proposals included a wide variety of subject matter concerning legislative powers, regular and special sessions, reapportionment standards and procedures, terms of members, legislative procedure, and other matters. In 1979, for example, Kentucky voters approved an amendment providing for an organizational session in the odd-numbered years, deleted the stated compensation of legislators, and made other alterations in the legislative article; Mississippi made definite provision for reapportionment following the 1980 census; and Washington adopted annual legislative sessions. Trends in legislative reform initiated previously were continued and refined in revisions of the Hawaii and Tennessee constitutions during the late 1970s.

Similar developments occurred in changes relating to the executive branch. The voters approved proposals incorporating two consecutive term limitations on gubernatorial terms into the Hawaii and Tennessee constitutions. Florida voters in 1978 rejected a proposal to eliminate the cabinet composed of statewide elective officers. Pennsylvania provided for election of the attorney general. Significant progress toward shortening the ballot was made in Louisiana and Oklahoma. Other trends that were continued in constitutional modification of the executive branch included functional consolidation, adoption of four-year gubernatorial terms, and tandem election of the governor and lieutenant governor.

Principal constitutional adjustments to state judiciaries related mainly to structure and unification, selection and terms of judges, judicial performance, and jurisdictional matters. During the decade, substantial progress was made in achieving unified state court systems both in the new constitutions adopted during the decade and to others by amendments. Similarly, mechanisms for monitoring judicial ethics and performance continued to expand rapidly. Selection of judges also remained a subject of reform activity with a few states, including Arizona, Florida, and Idaho, moving to the Missouri Plan. Generally, adjustments in the terms of judges on the highest state courts tended toward 10 years as an optimum, which now applies in approximately one fourth of the states. Of the 13 proposed amendments to the Tennessee constitution submitted to the voters in 1978, the general revision of the judicial article was the only one rejected.

Alterations and additions to states' bills of rights increased slightly in 1978-79 over the preceding biennium, but were relatively few in number. Of the 17 total proposals, 15 or 88.2 percent were adopted, ranking this category second in rate of voter approval during the period (excluding general revisions). Proposals included both substantive and procedural guarantees. Probably the most significant were the antidiscrimination provisions barring discrimination based on sex, generally referred to as "equal rights amendments." By the end of the 1970s, approximately one third of the states' basic laws included such guarantees. Some states, including Mississippi, Oklahoma, and Tennessee, removed provisions for racially segregated schools. At least five constitutions added provisions explicitly recognizing the right of privacy. The right to a clean environment also achieved constitutional recognition during the period, especially in the new constitutions of the 1970s. Procedural changes mainly involved juries, indictment, bail, and related matters.

Suffrage and elections proposals continued to decline in number, but the percentage of adoptions in 1978-79 remained high—nine of 12 for 75 percent. Adoption of the 26th

Amendment to the U.S. Constitution lowering the voting age to 18 significantly expanded the potential electorates in the states. During the decade, many states adopted amendments conforming their constitutions to federal requirements, relating especially to voting age and durational residency requirements.

Local government amendments almost quadrupled in 1978-79 over those proposed during the preceding biennium; of the 27 proposed, however, only 13 or 48.1 precent were adopted for one of the lowest approval percentages of the period. Most significant of constitutional developments in local government during the decade were some extension of home rule in the new constitutions, authorization for intergovernmental cooperation, and some increase in structural flexibility. A high proportion of rejections in the local government area reflects the sensitivity of the voters to changes in the status quo at the local level. Noteworthy changes of the 1970s include the general revision of provisions for county government in Arkansas (1974) and Montana's unique provision for periodic voter review of local government that first appeared in the new constitution adopted in 1972.

The adoption rate for proposals relating to a wide variety of state functions improved substantially over that of the preceding biennium, with approval of 24 of 31 proposals or 77.4 percent. Traditional functions involved in proposals besides education, which accounted for more than any other, included health and welfare, transportation, utilities, and land use. Protection of the environment and natural resources and restrictions on nuclear energy are significant emerging subjects of state constitutional amendment and revision.

A few states modified provisions for changing their constitutions, usually to ease the process. Other states rejected proposed changes in amendment and revision procedures. In 1978, for example, Hawaii, Maryland, and North Dakota adopted amendments repealing various obsolete constitutional provisions; North Dakota changed the requirement for popular initiation of amendments from 20,000 petitioners to 4 percent of the population; and South Carolina extended to 1982 authorization for revision of an entire article by a single amendment. A 1979 Kentucky amendment increased from two to four the number of amendments that can be submitted to the voters at any one time, authorized amendment of multiple sections/articles in a single proposal if necessary to achieve its objective, and removed the prohibition against resubmitting the same amendment within five years. In 1978, Florida voters rejected a general revision of the constitution included in the package of proposals submitted by the Florida Constitution Revision Commission.

Constitutional Commissions

Usage

At least 23 constitutional commissions were operative in 21 states during the 1970s, of which at least six were active in 1978-79. Table 5 summarizes salient features of the more recent bodies, and earlier volumes of *The Book of the States* provide comparable information on the previous ones. Constitutional commissions usually serve two principal purposes: to study the state constitution and recommend appropriate changes, and to make preparations for a constitutional convention. Of the two types, by far the larger number are study commissions. A substantial majority of such bodies serve as auxiliary staff arms of legislative assemblies, which usually have full discretion in accepting, modifying, or rejecting commission recommendations. In the past decade, constitutional commissions prepared the initial drafts of all revised constitutions submitted to the voters by state legislatures. Such commissions drafted proposed new documents or extensive revisions for legislative bodies in Alabama, California, Delaware, Georgia, Idaho, Minnesota, Nebraska, Ohio, and South Dakota. In other states, commissions proposed more limited changes for consideration by legislative bodies, exemplified by commissions in Indiana, Kentucky, New Hampshire, North Dakota, Utah, and Vermont. Proposed draft constitutions were prepared for constitutional conventions by commissions in Louisiana, New Hampshire, and Texas. Of the commissions operative during the 1970s, only two in Arkansas and Montana were established solely to prepare for a constitutional convention.

Most unique of all constitutional commissions of the 1970s was the Florida Constitution Revision Commission, which was established in 1977 pursuant to a constitutional provision.[1] The Florida document is the only state constitution that expressly provides for a constitutional commission.

General Features

Sixteen of 23 constitutional commissions active in the past decade were established by statute, four (in California, Indiana, Kentucky, and North Dakota) were established by the legislature, and three (in Alabama, Arkansas, and Washington) were executive bodies established by the governor. Most commissions, particularly those established by statute, are mandated to report to the legislature. Executive commissions normally report to the governor. The Alabama commission, appointed by Governor Forrest H. James, Jr., in 1978, prepared a draft constitution for submission to the legislature by the governor.

Constitutional commissions typically have appointive and ex officio members. All commissions operative during the past biennium included executive officials and/or legislators who served by virtue of their positions. Size of these bodies varied from 37 on the Florida commission to five members constituting Arkansas' Constitutional Convention Preparatory Committee. Appointing authorities commonly include the governor, presiding officers of the legislative houses, and the chief justice of the highest state court.

Most commissions have been funded by direct legislative appropriations. Legislative and executive-type commissions, however, are usually financed from appropriations to their appointing authorities. Thus, no specified amount is allocated to support the Georgia Select Committee on Constitutional Revision, whose expenses are paid from General Assembly funds. The appropriation to the Florida Constitution Revision Commission was $350,000, and total funding through 1979 for the Utah Constitutional Revision Study Commission, which was established in 1969, was $161,700. Most generously supported of all commissions during the 1970s was the Texas Constitutional Revision Commission, whose activities were funded by an appropriation of $900,000.

Duration of the commissions operative during the past biennium ranged from the Utah commission, active for more than 10 years, to the temporary bodies established in the late 1970s to perform a specific task. The latter type is exemplified by the commission established by Alabama Governor James. In 1977, the Utah Constitutional Revision Study Commission was accorded permanent status by the Utah legislature. At least some states have designated an existing committee to study proposals for constitutional revision, exemplified in North Dakota where in 1979 an interim committee on the judiciary was assigned this responsibility.

Reports and Implementation

The reports of constitutional commissions vary as widely as the nature and composition of these bodies. In 1978-79, the Alabama commission drafted a proposed constitution for submission to the legislature, and the Florida commission submitted eight propositions to the electorate that collectively would have revised the constitution extensively. Two commissions in Georgia and Utah are proposing a series of constitutional changes on an article-by-article basis comparable to the phased revision that occurred in other states throughout the 1970s, such as in Minnesota, Ohio, and South Carolina. The Special Advisory Committee on the Kentucky Constitution, established in 1978, held only two meetings and then became inactive and made no recommendations. The remaining study commission operative in the past biennium was the Florida Constitution Revision Commission.

The Florida Constitution Revision Commission

Students of state constitutional reform watched carefully the activities of the Florida Constitution Revision Commission, which was the only study commission in the 1970s expressly authorized by the constitution independently to submit its proposals directly to the people.[2] Following extensive hearings and study, the commission submitted a series of eight proposed revisions to the voters at the November 8, 1978, general election. These proposals included more than 80 constitutional changes. The titles of the eight revisions as they appeared on the ballot were: (1) Basic Document, (2) Declaration of Rights (Sex), (3) Legislative (Single-Member Districts and Reapportionment Commission), (4) Executive (Cabinet), (5) Executive (Public Service Commission and Public Counsel), (6) Judiciary (Selection and Retention of Circuit and County Judges), (7) Finance and Taxation, and (8) Education. The voters rejected all eight proposals by margins ranging up to 3 to 1 against abolition of Florida's unique cabinet system.[3]

Principal reasons for defeat of the proposed revisions, as reported in the press, were: the complicated and confusing nature of several proposals, which apparently prompted some voters to oppose all revisions; opposition to casino gambling, the ninth question that appeared on the ballot, which carried over to the revision issues; Governor Reubin Askew's concentration on defeating legalized gambling, while devoting little time to promoting constitutional revision; accusations and warnings by opponents about the potential effects, if adopted, of some proposed revisions, such as the "little ERA" (Revision No. 2); and, finally, the fact that eight separate proposed revisions were too many for some voters. Actually, when Floridians approved replacement of their 1885 constitution by a new constitution in 1968, the margin was less than 10 percent.[4] There was no great popular demand in 1978 for extensive revision of a constitution that had been in operation less than 10 years.

Constitutional Conventions

Usage

During 1978-79, two constitutional conventions were convened in two states, and the proposals of the Tennessee limited convention of 1977 were submitted to the voters at a special election on March 7, 1978. Twelve conventions were operative in 10 states during the decade of the 1970s. Of these, seven were unlimited bodies with no restrictions on their power to propose revisions: one each in Hawaii (1978), Illinois (1969-70), Montana (1971-72), New Hampshire (1974), and North Dakota (1971-72), and two in Arkansas (1969-70 and 1978-80). Five were limited conventions whose power to propose changes was limited to specified subjects or areas: one each in Louisiana (1973-74), Rhode Island (1973), and Texas (1974), and two in Tennessee (1971 and 1977).

Also during the decade, the electorates of 16 states voted on 17 convention calls: 14 for unlimited bodies and three for limited conventions. The following tabulation indicates approvals and rejections for both unlimited and limited conventions with the years of the referenda.

Unlimited conventions		**Limited conventions**	
Approvals	*Rejections*	*Approvals*	*Rejections*
Alaska (1970)	Alaska (1972)	Rhode Island (1973)	None
Arkansas (1976)	Iowa (1970)	Tennessee (1976)	
Hawaii (1976)	Kentucky (1977)	Texas (1972)	
Montana (1970)	Maryland (1970)		
New Hampshire (1972)	Michigan (1978)		
North Dakota (1970)	New York (1977)		
	Ohio (1972)		
	Oklahoma (1970)		

Thus, six unlimited conventions were approved in six states, but this number was reduced to five when Alaska voters in 1972 nullified a 1970 approval.[5] All three limited conventions were approved. In eight states, the voters rejected calls for unlimited conventions; referenda were held in seven of these states because their constitutions required periodic submission of the convention question.

General Features

Membership of constitutional conventions operative in the 1970s ranged from 98 in North Dakota to 400 in New Hampshire. Members of the Texas legislature constituted the 1974 convention. Delegates to all other conventions were elected on a nonpartisan basis except the 27 appointed delegates to the Louisiana convention, and all delegates in Montana,[6] Rhode Island, and Texas. Delegates' compensation ranged from $3 per day plus mileage in New Hampshire to $1,000 per month plus per diem allowance in Hawaii. Funding for the 12 conventions varied from a low of $20,000 appropriated for the Rhode Island limited body to the $3.8 million appropriation for the limited Texas convention.

Most successful conventions were preceded by careful preparatory research, as in Hawaii, Illinois, and Montana. Extensive research and an elaborate report (including a draft document), however, did not lead to success in the 1974 Texas convention, which was unable to muster the two-thirds majority required to approve a proposed revision. Few special research studies were made prior to convening the limited conventions.

Little variation occurred in the usual organizational pattern for constitutional conventions. The leadership structure typically consisted of a president, a number of vice presidents usually representing major electoral units, a secretary, a treasurer, a sergeant-at-arms, often various assistants to these officers, and a staff. All conventions have a committee organization consisting usually of two major types of committees: substantive—to study the subject areas of the constitutional system; and procedural/administrative—to deal with auxiliary matters and functions. Every convention operates under a set of rules adopted at an early stage in its proceedings.

With respect to form of submission to the electorate, proposals by constitutional conventions in the 1970s were of three types:

(1) Arkansas and North Dakota submitted proposed new constitutions in a single package. Both were defeated.

(2) Illinois, Louisiana, and Montana submitted a new document, but separated major controversial issues which were voted on individually. The voters approved all three new constitutions.

(3) Five conventions in four states—Hawaii, New Hampshire, Rhode Island, and Tennessee (2)—presented a series of amendments. Some were approved and some rejected.

Of the conventions operative in 1978-79, only the Hawaii convention's proposals were actually voted on during the biennium. These are discussed below. On March 7, 1978, Tennessee voters approved 12 of the 13 proposals by the 1977 limited convention. The sole rejection was a revised judiciary article, which had been a subject of major controversy in the convention.[7]

Hawaii

The second constitutional convention in Hawaii since its admission to the Union convened in Honolulu on July 5, 1978, and remained in session until September 21.[8] The 102 delegates elected a president, eight vice presidents, a secretary, an assistant secretary, and designated other staff to provide essential services. An updated revision of the series of 17 background studies compiled initially for the 1968 convention by the Legislative Reference Bureau provided a useful research foundation for the convention's work. Committee structure of the convention consisted of 14 general standing committees, including the substantive committees, and two administrative standing committees.[9]

Approximately 105 proposed changes emerged from the convention's deliberations and action. These were packaged by subject into 34 amendments for submission to the electorate. Salient provisions among the convention's proposals were: limitation on state spending, debt limitation, nomination of judges by judicial commission, a new appeals court, a two-term limit on the governor and lieutenant governor, open primary elections, partial public financing of political campaigns, campaign spending limits, financial disclosure by candidates, special-purpose bonds for utilities and housing, increased funds for the Hawaiian Homes Department, right to privacy, and better protection for Hawaii's water resources. Major proposals rejected by the convention included: the initiative, referendum, and recall; a unicameral legislature; a county sales tax; an elected attorney general; a ban on strikes by public employees; and abolition of the office of lieutenant governor.

Although Hawaii's 1959 constitution had been amended extensively in 1968 and was generally regarded as one of the better state constitutions, the voters approved all 34 proposals at the referendum on November 7, 1978.[10] The same ballot format that had been used successfully in 1968 when Hawaiians approved 22 of 23 proposals was used again and produced even more favorable results in 1978.[11] Thus, Hawaii twice has extensively revised its 20-year-old organic law and thereby provides a national model for state constitutional modernization.

Arkansas

Arkansas' eighth constitutional convention assembled initially for organizational purposes December 11-12, 1978, reconvened in plenary session May 14, and remained in session until July 16, 1979.[12] Officers of the convention included a president, four vice presidents, and other elected and appointed professional personnel, including a research staff. Eight major committees constituted the basic organization for the substantive work of the 100 delegates, and additional committees were designated to provide auxiliary services.[13]

Generally, the revised constitution that emerged from the convention's labors had less of a reform orientation than the document proposed by the seventh constitutional convention of 1969-70. Its salient features included provisions for the following: right to privacy, use of sex-neutral language, retention of the right-to-work provision, voting machines for all counties, extension of the initiative and referendum to school districts, authorization for annual legislative sessions, single-member legislative districts, four-year term for the governor, abolition of the constitutional office of state land commissioner, retention of constitutional status for the game and fish commission and the highway commission, combination of the offices of state treasurer and state auditor into the office of auditor-treasurer, nonpartisan election of judges and election of supreme court judges from districts, retention of the existing county government structure, removal of millage limitations on both counties and cities, and overhaul of property evaluation and assessment.

The most controversial issue of the convention was the usury provision. The delegates decided tentatively to submit to the voters alternative proposals on this issue separate from the proposed revised constitution. The people will be given the option of retaining the 10 percent interest limit or restricting the rate to a maximum of 5 percent above the current federal rediscount rate. Much statutory minutiae of the present constitution was cleared away in the revised document, and the verbiage was cut almost in half from 38,650 words to approximately 20,000 words.

An amendment to the convention's enabling act in 1979 provided for the convention to reconvene on June 16, 1980, for a maximum period of two weeks.[14] This will enable the convention to alter the draft document after the voters have had an opportunity to react to it. As mandated by the electorate at the November 1978 general election, the proposed new constitution and the alternative propositions on the usury issue will be submitted to the voters at the general election on November 4, 1980.

Constitutional Materials

Although publication of materials relating to state constitutions and constitutional revision diminished somewhat during the past biennium as compared with preceding biennia, some additions were made to the growing body of literature on the subject. The late 1960s and the first half of the 1970s were a productive period for materials relating to most aspects of state constitution making. Much of this material is ephemeral and available only from state archives and libraries, but a substantial body of literature on state constitutional revision has been published in readily accessible form. These items are especially useful to persons planning or engaged in constitutional reform activities.

Principal producers of these materials have been the staffs of constitutional conventions and commissions, legislative research and service agencies, university institutes of governmental research, and contributors to law reviews. Records of proceedings and debates of constitutional conventions, reports of constitutional commissions, and special studies prepared for constitution-making bodies have been particularly valuable. The published proceedings of the Illinois and North Dakota conventions, the reports of the Arkansas and Texas commissions, and the special studies prepared for the Hawaii and Montana conventions are illustrative of such materials prepared during the 1970s. The work and publications of the National Municipal League, the Council of State Governments, the U.S. Advisory Commission on Intergovernmental Relations, and the League of Women Voters especially are of continuing significance and importance for state constitutional modernization.

Secondary materials of special value to students, planners, and participants in constitution making include most of the items listed in the selected references at the end of this summary analysis. The National Municipal League's two series of *State Constitution Studies* (10 volumes) and *State Constitutional Convention Studies* (nine volumes) have been heavily used by state constitution makers in the 1970s. Of special reference value is the 10-volume collection, *Sources and Documents of United States Constitutions*, edited and annotated by William F. Swindler. Included in this collection are annotations of significant sections, historical background notes, analytical tables tracing the development of specific provisions in successive constitutions, a selected bibliography, and a separate index for each state. Except for the Library of Congress, probably the most extensive collections of fugitive and published materials on state constitutions and constitutional reform are those of the National Municipal League and the Council of State Governments.

The biennial summary analysis of state constitutional developments published in *The Book of the States* provides a concise overview of official action in this general area. Since 1970, the January (or February) issues of the *National Civic Review* have carried annual reviews by the author of state constitutional revision activity, including a state-by-state summary of the substantive contents of all state constitutional changes of statewide effect during the preceding year.

Footnotes

1. Constitution of Florida, Article XI, Section 2.

2. For a summary of the establishment of the Florida commission and its organization and early activities, see *The Book of the States, 1978-79*, vol. 22, pp. 199-200.

3. The total votes on the eight proposed revisions for and against, respectively, were as follows: (1) 623,703 to 1,512,106; (2) 1,002,479 to 1,326,497; (3) 982,847 to 1,113,394; (4) 540,979 to 1,614,630; (5) 772,066 to 1,375,548; (6) 1,058,574 to 1,095,736; (7) 779,389 to 1,368,346; and (8) 771,282 to 1,353,626.

4. *The Gainesville Sun*, November 13, 1978, p. 1B.

5. On March 21, 1972, the Alaska Supreme Court invalidated the 1970 approval because of the ambiguous wording of the convention question on the ballot. *Boucher* v. *Bomhoff*, 495 P. 2d 77 (1972).

6. In a declaratory judgment proceeding, the Montana Supreme Court ruled that the Legislative Assembly could not constitutionally provide solely for nonpartisan delegates. *The Forty-second Legislative Assembly and the Secretary of State* v. *Lennon*, 481 P. 2d 330 (1971).

7. For a more detailed analysis of recent constitutional conventions, see Albert L. Sturm, "State Constitutional Conventions during the 1970s," *State Government*, vol. 52, no. 1 (Winter 1979), pp. 24-30.

8. For a summary of the preliminary and early stages of the Hawaii convention, see *The Book of the States, 1978-79*, vol. 22, p. 202.

9. Titles of the general standing committees were: bill of rights, suffrage and elections; legislature; executive; judiciary; taxation and finance; local government; public health and welfare; labor and industry; education; environment, agriculture, conservation and land; Hawaiian affairs; ethics; revision amendment and other provisions; style; and submission and information. The administrative standing committees were: budget, accounts and printing; and rules.

10. In the case of *Kahalekai* v. *Doi*, in which adoption of the 34 packaged proposals of the convention was challenged, the Hawaii Supreme Court declared the amendments to have been validly adopted, but invalidated certain changes within a number of the amendment packages, 60 H. 318, 590 P. 2d 543 (1979).

11. The 34 proposals were presented in two parts on the ballot. The voter had to choose one; he could not vote on both. In the first part, the voter had to vote for or against all proposals as a unit. In the second part, the 34 proposals were listed individually by short title. The voter was directed to indicate only those items that he opposed; all unmarked items were counted as approved by the voter.

12. For a summary of action leading to the convention, see *The Book of the States, 1978-79*, vol. 22, p. 202.

13. Substantive committees: citizen rights and services, suffrage and elections, legislative branch, executive branch, judicial branch, local government, finance and taxation, and general provisions. Administrative/procedural committees: administrative, public information, rules, schedule and transition, and commentary.

14. Act 622 of 1979, amending Act 3, Extraordinary Session, 1977.

Selected References

Bard, Dean F., ed. *Debates of the North Dakota Constitutional Convention of 1972*. 2 vols. Bismarck, N.D.: Quality Printing Service, 1972.

Braden, George D. *Citizens' Guide to the Proposed New Texas Constitution*. Austin, Texas: Sterling Swift Publishing Company, 1975.

___________ et al. *The Constitution of the State of Texas: An Annotation and Comparative Analysis*. 2 vols. Austin, Texas: Texas Advisory Commission on Intergovernmental Relations, 1978.

Browne, Cynthia E., comp. *State Constitutional Conventions: From Independence to the Completion of the Present Union*. A Bibliography. Westport, Conn.: Greenwood Press, 1973.

Clem, Alan L.,ed. *Contemporary Approaches to State Constitutional Revision*. Vermillion, S.D.: Governmental Research Bureau, University of South Dakota, 1970.

Constitutions of the United States: National and State. 2 vols. Dobbs Ferry, N.Y.: Oceana Publications, 1962. Loose leaf.

Cornwell, Elmer E., Jr., et al. *Constitutional Conventions: The Politics of Revision*. New York, N.Y.: National Municipal League, 1974.

Dishman, Robert B. *State Constitutions: The Shape of the Document*. Rev. ed. New York, N.Y.: National Municipal League, 1968.

Edwards, William A., ed. *Index Digest of State Constitutions*. Dobbs Ferry, N.Y.: Oceana Publications, 1959. Prepared by the Legislative Research Fund, Columbia University.

Grad, Frank P. *The State Constitution: Its Function and Form for Our Time*. New York, N.Y.: National Municipal League, 1968. Reprinted from *Virginia Law Review*, vol. 54, no. 5 (June 1968).

Graves, W. Brooke, ed. *Major Problems in State Constitutional Revision*. Chicago, Ill.: Public Administration Service, 1960.

Howard, A. E. Dick. *Commentaries on the Constitution of Virginia*. 2 vols. Charlottesville, Va.: The University Press of Virginia, 1974.

Leach, Richard H., ed. *Compacts of Antiquity: State Constitutions*. Atlanta, Ga.: Southern Newspaper Publishers Association Foundation, 1969.

May, Janice C. *Amending the Texas Constitution: 1951-1972*. Austin, Texas: Texas Advisory Commission on Intergovernmental Relations, 1972.

___________. "Texas Constitutional Revision: Lessons and Laments." *National Civic Review*, vol. 66, no. 2 (February 1977), pp. 64-69.

___________. *The Texas Constitutional Revision Experience in the Seventies*. Austin, Texas: Sterling Swift Publishing Company, 1975.

Model State Constitution. 6th ed. New York, N.Y.: National Municipal League, 1963. Revised 1968.

Nunn, Walter H., and Collett, Kay G. *Political Paradox: Constitutional Revision in Arkansas*. New York, N.Y.: National Municipal League, 1973. Mimeographed.

Ohio Constitutional Revision Commission. *Recommendations for Amendments to the Ohio Constitution. Final Report, Index to Proceedings and Research*. Columbus, Ohio: June 30, 1977.

Record of Proceedings: Sixth Illinois Constitutional Convention, December 8, 1968-September 3, 1970. 7 vols. Springfield, Ill.: July 1972. Published by the secretary of state in cooperation with the Sixth Illinois Constitutional Convention.

Stafman, Ed, spec. projects ed. [Florida]. "Constitutional Revision Symposium." *Florida State University Law Review*, vol. 5, no. 4 (Fall 1977).

State Constitutional Convention Studies. New York, N.Y.: National Municipal League, 1969-75.

Number One—Elmer E. Cornwell, Jr., and Jay S. Goodman. *The Politics of the Rhode Island Constitutional Convention. 1969*.

Number Two—George D. Wolf. *Constitutional Revision in Pennsylvania: The Dual Tactic of Amendment and Limited Convention*. 1969.

Number Three—John P. Wheeler, Jr., and Melissa Kinsey. *Magnificent Failure: The Maryland Constitutional Convention of 1967-1968.* 1970.

Number Four—Richard J. Connors. *The Process of Constitutional Revision in New Jersey: 1940-1947.* 1970.

Number Five—Norman Meller. *With an Understanding Heart: Constitution Making in Hawaii.* 1971.

Number Six—Martin L. Faust. *Constitution Making in Missouri: The Convention of 1943-1944.* 1971.

Number Seven—Donna E. Shalala. *The City and the Constitution: The 1967 New York Convention's Response to the Urban Crisis.* 1972.

Number Eight—Samuel K. Gove and Thomas R. Kitsos. *Revision Success: The Sixth Illinois Constitutional Convention.* 1974.

Number Nine—Victor Fischer. *Alaska's Constitutional Convention.* Published by the University of Alaska Press, Fairbanks, 1975.

State Constitution Studies. 10 vols. in two series. New York, N.Y.: National Municipal League, 1960-65.

Stewart, William H., Jr. *The Alabama Constitutional Commission: A Pragmatic Approach to Constitutional Revision.* University, Ala.: Bureau of Public Administration, University of Alabama, 1975.

Studies in Illinois Constitution Making. Urbana, Ill.: University of Illinois Press, 1972-75.

Elmer Gertz. *For the First Hours of Tomorrow: The New Illinois Bill of Rights.* 1972.

Janet Cornelius. *Constitution Making in Illinois, 1818-1970.* 1972.

Rubin G. Cohn. *To Judge with Justice: The History and Politics of Judicial Reform.* 1973.

Ian D. Burman. *Lobbying at the Illinois Constitutional Convention.* 1973.

Alan G. Gratch and Virginia H. Ubik. *Ballots for Change: New Suffrage and Amending Articles for Illinois.* 1973.

Joyce H. Fishbane and Glenn W. Fisher. *Politics of the Purse: Revenue and Finance in the Sixth Illinois Constitutional Convention.* 1974.

Jane Gallaway Buresh. *A Fundamental Goal: Education for the People of Illinois.* 1975.

David Kenny, Jack R. VanDerSlik, and Samuel J. Pernacciaro. *Roll Call! Patterns of Voting in the Sixth Illinois Constitutional Convention.* 1975.

Sturm, Albert L. *A Bibliography on State Constitutions and Constitutional Revision, 1945-1975.* Englewood, Colo.: The Citizens Conference on State Legislatures [now Legis/50], August 1975.

___________. "State Constitutional Conventions during the 1970s." *State Government*, vol. 52, no. 1 (Winter 1979), pp. 24-30.

___________. Annual summary analyses of state constitutional developments. Published in the January (or February) issues of the *National Civic Review* since 1970.

___________. "The Procedure of State Constitutional Change with Special Emphasis on the South and Florida." *Florida State University Law Review*, vol. 5, no. 4 (Fall 1977).

___________. *Thirty Years of State Constitution-Making, 1938-1968.* New York, N.Y.: National Muncipal League. 1970.

___________. *Trends in State Constitution-Making: 1966-1972.* Lexington, Ky.: The Council of State Governments, 1973.

Swindler, William F., ed. *Sources and Documents of United States Constitutions.* 10 vols. Dobbs Ferry, N.Y.: Oceana Publications, Inc., 1973-1979.

Wheeler, John P., Jr. *The Constitutional Convention: A Manual on Its Planning, Organization and Operation.* New York, N.Y.: National Municipal League, 1961.

___________, ed. *Salient Issues of Constitutional Revision.* New York, N.Y.: National Municipal League, 1961.

Table 1
GENERAL INFORMATION ON STATE CONSTITUTIONS
As of December 31, 1979

State or other jurisdiction	*Number of constitutions**	*Dates of adoption*	*Effective date of present constitution*	*Estimated length (number of words)*	*Number of amendments*	
					Submitted to voters	*Adopted*
Alabama	6	1819, 1861, 1865, 1868, 1875, 1901	11/28/1901	129,000	566	383
Alaska	1	1956	1/3/1959	12,880	19	16
Arizona	1	1911	2/14/1912	28,779(a)	154	88
Arkansas	5	1836, 1861, 1864, 1868, 1874	10/30/1874	38,654(a)	144	66(b)
California	2	1849, 1879	7/4/1879	34,000	715	425
Colorado	1	1876	8/1/1876	45,600	214	98
Connecticut	4	1818(c), 1965	12/30/1965	7,900	13	12
Delaware	5	1776, 1792, 1831, 1853, 1897	6/10/1897	18,700	(d)	101(e)
Florida	6	1839, 1861, 1865, 1868, 1886, 1968	1/7/1969	25,000	41	21
Georgia	9	1777, 1789, 1798, 1861, 1865, 1868, 1877, 1945, 1976	1/1/1977	600,000(f)	123	81
Hawaii	1(g)	1950	8/21/1959	17,255(a)	76	71
Idaho	1	1889	7/3/1890	21,323(a)	171	92
Illinois	4	1818, 1848, 1870, 1970	7/1/1971	13,200	3	0
Indiana	2	1816, 1851	11/1/1851	10,225(a)	63	34
Iowa	2	1846, 1857	9/3/1857	12,500	45	43(h)
Kansas	1	1859	1/29/1861	11,865	104	77(h)
Kentucky	4	1792, 1799, 1850, 1891	9/28/1891	23,500	51	24
Louisiana	11	1812, 1845, 1852, 1861, 1864, 1868, 1879, 1898, 1913, 1921, 1974	1/1/1975	35,387(a)	4	4
Maine	1	1819	3/15/1820	13,500	164	140(i)
Maryland	4	1776, 1851, 1864, 1867	10/5/1867	41,031	216	185
Massachusetts	1	1780	10/25/1780	34,000(j)	126	113
Michigan	4	1835, 1850, 1908, 1963	1/1/1964	20,000	27	13
Minnesota	1	1857	5/11/1858	9,491(a)	192	102
Mississippi	4	1817, 1832, 1869, 1890	11/1/1890	23,500	117	48
Missouri	4	1820, 1865, 1875, 1945	3/30/1945	40,134(a)	78	49
Montana	2	1889, 1972	7/1/1973	11,363	11	6
Nebraska	2	1866, 1875	10/12/1875	18,802(a)	259	173
Nevada	1	1864	10/31/1864	19,735	133	86(h)
New Hampshire	2	1776, 1784(k)	6/2/1784	9,450	165(k)	71(k)
New Jersey	3	1776, 1844, 1947	1/1/1948	16,980	32	23
New Mexico	1	1911	1/6/1912	27,066	199	95
New York	4	1777, 1822, 1846, 1894	1/1/1895	41,000	267	195
North Carolina	3	1776, 1868, 1970	7/1/1971	13,250	20	18
North Dakota	1	1889	11/2/1889	30,000	182(l)	106(l)
Ohio	2	1802, 1851	9/1/1851	36,300	234	129
Oklahoma	1	1907	11/16/1907	68,500	217(m)	102(m)
Oregon	1	1857	2/14/1859	24,700	325	163
Pennsylvania	5	1776, 1790, 1838, 1873, 1968(n)	1968	21,675	15(n)	12(n)
Rhode Island	2	1842(c)	5/2/1843	19,026(a,j)	80	43
South Carolina	7	1776, 1778, 1790, 1861, 1865, 1868, 1895	1/1/1896	22,500(o)	624(p)	441(p)
South Dakota	1	1889	11/2/1889	23,250	168	87
Tennessee	3	1796, 1835, 1870	2/23/1870	15,300	32	31
Texas	5	1845, 1861, 1866, 1869, 1876	2/15/1876	61,000	375	235
Utah	1	1895	1/4/1896	17,300	108	62
Vermont	3	1777, 1786, 1793	7/9/1793	6,600	210	52
Virginia	6	1776, 1830, 1851, 1869, 1902, 1970	7/1/1971	18,500	10	9
Washington	1	1889	11/11/1889	29,350	126	70
West Virginia	2	1863, 1872	4/9/1872	25,550(a)	85	51
Wisconsin	1	1848	5/29/1848	13,435	155	112(h)
Wyoming	1	1889	7/10/1890	27,600	83	46
American Samoa	2	1960, 1967	7/1/1967	6,000	13	7
Northern Mariana Is.	1	1977	10/24/1977	...	...	...
Puerto Rico	1	1952	7/25/1952	9,281(a)	6	6

---

*The constitutions in this table include those Civil War documents customarily listed by the individual states.

(a) Actual word count.

(b) Eight of the approved amendments have been superseded and are not printed in the current edition of the constitution. The total adopted does not include 5 amendments that were invalidated.

(c) Colonial charters with some alterations served as the first constitutions in Connecticut (1638, 1662) and in Rhode Island (1663).

(d) Proposed amendments are not submitted to the voters.

(e) Various sections of the constitution have been amended 101 times by 56 acts of the legislature.

(f) Estimated length of the printed constitution, which includes only provisions of statewide applicability, is 48,000 words.

(g) As a kingdom and a republic Hawaii had 5 constitutions.

(h) The figure given includes amendments approved by the voters and later nullified by the state supreme court: in Iowa, 3; Kansas, 1; Nevada, 6; Wisconsin, 2.

(i) The figure does not include one amendment approved by the voters in 1967 that is inoperative until implemented by legislation.

(j) The printed constitution includes many provisions that have been annulled. The length of effective provisions is: in Massachusetts, estimated 21,555 words (12,445 annulled); in Rhode Island, 11,399 words (7,627 annulled).

(k) The constitution of 1784 was extensively revised in 1792. Figures show proposals and adoptions since 1793, when the revised constitution became effective.

(l) The figures do not include submission and approval of the constitution of 1889 itself and of Article XX; these are constitutional questions included in some counts of constitutional amendments, and would add 2 to the figure in each column.

(m) The figures include one amendment submitted to and approved by the voters and subsequently ruled by the supreme court to have been illegally submitted.

(n) Certain sections of the constitution were revised by the limited constitutional convention of 1967-68. Amendments proposed and adopted are since 1968.

(o) Of the estimated length, approximately two thirds are of general statewide effect; the remaining are local amendments.

(p) Of the 624 proposed amendments submitted to the voters, 128 were of general statewide effect and 496 were local; the voters rejected 83 (12 statewide, 71 local); of the remaining 541, the legislature refused to approve 100 (22 statewide, 78 local); and 441 (94 statewide, 347 local) were finally added to the constitution.

Table 2
CONSTITUTIONAL AMENDMENT PROCEDURE: BY THE LEGISLATURE
Constitutional Provisions

State or other jurisdiction	*Legislative vote required for proposal(a)*	*Consideration by two sessions required*	*Vote required for ratification*	*Limitation on the number of amendments submitted at one election*
Alabama	3/5	No	Majority vote on amendment	None
Alaska	2/3	No	Majority vote on amendment	None
Arizona	Majority	No	Majority vote on amendment	None
Arkansas	Majority	No	Majority vote on amendment	3 articles
California	2/3	No	Majority vote on amendment	None
Colorado	2/3	No	Majority vote on amendment	None(b)
Connecticut	(c)	(c)	Majority vote on amendment	None
Delaware	2/3	Yes	Not required	No referendum
Florida	3/5	No	Majority vote on amendment	None
Georgia	2/3	No	Majority vote on amendment	None
Hawaii	(d)	(d)	Majority vote on amendment(e)	None
Idaho	2/3	No	Majority vote on amendment	None
Illinois	3/5	No	(f)	3 articles
Indiana	Majority	Yes	Majority vote on amendment	None
Iowa	Majority	Yes	Majority vote on amendment	None
Kansas	2/3	No	Majority vote on amendment	5
Kentucky	3/5	No	Majority vote on amendment	4
Louisiana	2/3	No	Majority vote on amendment(g)	None
Maine	2/3(h)	No	Majority vote on amendment	None
Maryland	3/5	No	Majority vote on amendment	None
Massachusetts	Majority(i)	Yes	Majority vote on amendment	None
Michigan	2/3	No	Majority vote on amendment	None
Minnesota	Majority	No	Majority vote in election	None
Mississippi	2/3(j)	No	Majority vote on amendment	None
Missouri	Majority	No	Majority vote on amendment	None
Montana	2/3(h)	No	Majority vote on amendment	None
Nebraska	3/5	No	Majority vote on amendment(e)	None
Nevada	Majority	Yes	Majority vote on amendment	None
New Hampshire	3/5	No	2/3 vote on amendment	None
New Jersey	(k)	(k)	Majority vote on amendment	None(l)
New Mexico	Majority(m)	No	Majority vote on amendment(m)	None
New York	Majority	Yes	Majority vote on amendment	None
North Carolina	3/5	No	Majority vote on amendment	None
North Dakota	Majority	No	Majority vote on amendment	None
Ohio	3/5	No	Majority vote on amendment	None
Oklahoma	Majority	No	Majority vote on amendment	None
Oregon	(n)	No	Majority vote on amendment	None
Pennsylvania	Majority(o)	Yes(o)	Majority vote on amendment	None
Rhode Island	Majority	No	Majority vote on amendment	None
South Carolina	2/3(p)	Yes(p)	Majority vote on amendment	None
South Dakota	Majority	No	Majority vote on amendment	None
Tennessee	(q)	Yes(q)	Majority vote in election(r)	None
Texas	2/3	No	Majority vote on amendment	None
Utah	2/3	No	Majority vote on amendment	None
Vermont	(s)	Yes	Majority vote on amendment	None
Virginia	Majority	Yes	Majority vote on amendment	None
Washington	2/3	No	Majority vote on amendment	None
West Virginia	2/3	No	Majority vote on amendment	None
Wisconsin	Majority	Yes	Majority vote on amendment	None
Wyoming	2/3	No	Majority vote in election	None
American Samoa	3/5	No	Majority vote on amendment(t)	None
Puerto Rico	2/3(u)	No	Majority vote on amendment	3

(a) In all states not otherwise noted, the figure shown in this column refers to the proportion of elected members in each house required for approval of proposed constitutional amendments.

(b) Legislature may not propose amendments at the same session to more than six articles in Colorado.

(c) Three-fourths vote in each house at one session, or majority vote in each house in two sessions between which an election has intervened.

(d) Two-thirds vote in each house at one session, or majority vote in each house in two sessions.

(e) Majority on amendment must be at least 35 percent of total vote at election.

(f) Majority voting in election or 3/5 voting on amendment.

(g) If five or fewer political subdivisions of state affected, majority in state as a whole and also in affected subdivision(s) is required.

(h) Two thirds of both houses.

(i) Majority of members elected sitting in joint session.

(j) The 2/3 must include not less than a majority elected to each house.

(k) Three fifths of all members of each house at one session, or majority of all members of each house for two successive sessions.

(l) If a proposed amendment is not approved at the election when submitted, neither the same amendment nor one which would make substantially the same change to the constitution may be again submitted to the people before the third general election thereafter.

(m) Amendments concerning certain elective franchise and education matters require ¾ vote of members elected and approval by ¾ of electors voting in state and 2/3 of those voting in each county.

(n) Majority to amend constitution, 2/3 to revise (revise includes all or a part of the constitution).

(o) Emergency amendments may be passed by 2/3 vote of each house, followed by ratification by majority vote of electors in election held at least one month after legislative approval.

(p) Two thirds of members of each house, first passage; majority of members of each house after popular ratification.

(q) Majority of members elected to both houses, first passage; 2/3 of members elected to both houses, second passage.

(r) Majority of all citizens voting for governor.

(s) Two-thirds vote senate, majority vote house, first passage; majority both houses, second passage. As of 1974, amendments may be submitted only every four years.

(t) Within 30 days after voter approval, governor must submit amendment(s) to Secretary of the Interior for approval.

(u) If approved by 2/3 of members of each house, amendment(s) submitted to voters at special referendum if approved by not less than ¾ of total members of each house, referendum may be held at next general election.

Table 3
CONSTITUTIONAL AMENDMENT PROCEDURE: BY INITIATIVE
Constitutional Provisions

State	*Number of signatures required on initiative petition*	*Distribution of signatures*	*Referendum vote*
Arizona	15% of total votes cast for all candidates for governor at last election	None specified	Majority vote on amendment
Arkansas	10% of voters for governor at last election	Must include 5% of voters for governor in each of 15 counties	Majority vote on amendment
California	8% of total voters for all candidates for governor at last election	None specified	Majority vote on amendment
Colorado	8% of legal voters for secretary of state at last election	None specified	Majority vote on amendment
Florida	8% of total votes cast in the state in the last election for presidential electors	8% of total votes cast in each of ½ of the congressional districts	Majority vote on amendment
Illinois (a)	8% of total votes cast for candidates for governor at last election	None specified	Majority voting in election or 3/5 voting on amendment
Massachusetts (b)	3% of total vote for governor at preceding biennial state election (not less than 25,000 qualified voters)	No more than ¼ from any one county	Majority vote on amendment which must be 30% of total ballots cast at election
Michigan	10% of total voters for governor at last election	None specified	Majority vote on amendment
Missouri	8% of legal voters for all candidates for governor at last election	The 8% must be in each of 2/3 of the congressional districts in the state	Majority vote on amendment
Montana	10% of qualified electors, the number of qualified electors to be determined by number of votes cast for governor in preceding general election	The 10% to include at least 10% of qualified electors in each of 2/5 of the legislative districts	Majority vote on amendment
Nebraska	10% of total votes for governor at last election	The 10% must include 5% in each of 2/5 of the counties.	Majority vote on amendment which must be at least 35% of total vote at the election
Nevada	10% of voters who voted in entire state in last general election	10% of total voters who voted in each of 75% of the counties	Majority vote on amendment in two consecutive general elections
North Dakota	4% of population of the state	None specified	Majority vote on amendment
Ohio	10% of total number of electors who voted for governor in last election	At least 5% of qualified electors in each of ½ of counties in the state	Majority vote on amendment
Oklahoma	15% of legal voters for state office receiving highest number of votes at last general state election	None specified	Majority vote on amendment
Oregon	8% of total votes for all candidates for governor elected for 4-year term at last election	None specified	Majority vote on amendment
South Dakota	10% of total votes for governor in last election	None specified	Majority vote on amendment

(a) Only Article IV, The Legislature, may be amended by initiative petition.

(b) Before being submitted to the electorate for ratification, initiative measures must be approved at two sessions of the legislature by not less than ¼ of all members elected, sitting in joint session.

Table 4
PROCEDURES FOR CALLING CONSTITUTIONAL CONVENTIONS
Constitutional Provisions

State or other jurisdiction	*Provision for convention*	*Legislative vote for submission of convention question (a)*	*Popular vote to authorize convention*	*Periodic submission of convention question required(b)*	*Popular vote required for ratification of convention proposals*
Alabama	Yes	Majority	ME	No	Not specified
Alaska	Yes	No provision (c, g)	(c)	10 yrs.(c)	Not specified(c)
Arizona	Yes	Majority	(d)	No	MP
Arkansas	No	...	...	No	...
California	Yes	2/3	MP	No	MP
Colorado	Yes	2/3	MP	No	ME
Connecticut	Yes	2/3	MP	20 yrs.(e)	MP
Delaware	Yes	2/3	MP	No	No provision
Florida	Yes	(f)	MP	No	Not specified
Georgia	Yes	(g)	None	No	MP
Hawaii	Yes	Not specified	MP	9 years	MP(h)
Idaho	Yes	2/3	MP	No	Not specified
Illinois	Yes	3/5	(i)	20 years	MP
Indiana	No	...	...	No	...
Iowa	Yes	Majority	MP	10 yrs.; 1970	MP
Kansas	Yes	2/3	MP	No	MP
Kentucky	Yes	Majority (j)	MP(k)	No	No provision
Louisiana	Yes	(g)	None	No	MP
Maine	Yes	(g)	None	No	No provision
Maryland	Yes	Majority	ME	20 yrs.; 1970	MP
Massachusetts	No	...	...	No	...
Michigan	Yes	Majority	MP	16 yrs.; 1978	MP
Minnesota	Yes	2/3	ME	No	3/5 on P
Mississippi	No	...	...	No	...
Missouri	Yes	Majority	MP	20 yrs.; 1962	Not specified(l)
Montana	Yes(m)	2/3(n)	MP	20 years	MP
Nebraska	Yes	3/5	MP(o)	No	MP
Nevada	Yes	2/3	ME	No	No provision
New Hampshire	Yes	Majority	MP	10 years	2/3 on P
New Jersey	No	...	...	No	...
New Mexico	Yes	2/3	MP	No	Not specified
New York	Yes	Majority	MP	20 yrs.; 1957	MP
North Carolina	Yes	2/3	MP	No	MP
North Dakota	No	...	...	No	...
Ohio	Yes	2/3	MP	20 yrs.; 1932	MP
Oklahoma	Yes	Majority	(d)	20 years	MP
Oregon	Yes	Majority	(d)	No	No provision
Pennsylvania	No	...	...	No	...
Rhode Island	Yes	Majority	MP	10 years	MP
South Carolina	Yes	(g)	ME	No	No provision
South Dakota	Yes	(g)	(g)	No	M(p)
Tennessee	Yes(q)	Majority	MP	No	MP
Texas	No	...	...	No	...
Utah	Yes	2/3	ME	No	ME
Vermont	No	...	...	No	...
Virginia	Yes	(g)	None	No	MP
Washington	Yes	2/3	ME	No	Not specified
West Virginia	Yes	Majority	MP	No	Not specified
Wisconsin	Yes	Majority	MP	No	No provision
Wyoming	Yes	2/3	ME	No	Not specified
American Samoa	Yes	(r)	None	No	ME(s)
Puerto Rico	Yes	2/3	MP	No	MP

MP—Majority voting on the proposal.

ME—Majority voting in the election.

(a) In all states not otherwise noted, the entries in this column refer to the proportion of members elected to each house required to submit to the electorate the question of calling a constitutional convention.

(b) The number listed is the interval between required submissions of the question of calling a constitutional convention; where given, the date is that of the first required submission of the convention question.

(c) Unless provided otherwise by law, convention calls are to conform as nearly as possible to the act calling the 1955 convention, which provided for a legislative vote of a majority of members elected to each house and ratification by a majority vote on the proposals. The legislature may call a constitutional convention at any time.

(d) The law calling a convention must be approved by the people.

(e) The legislature shall submit the question 20 years after the last convention, or 20 years after the last vote on the question of calling a convention, whichever date is last.

(f) The power to call a convention is reserved to the people by petition.

(g) In these states, the legislature may call a convention without submitting the question to the people. The legislative vote required is 2/3 of the members elected to each house in Georgia, Louisiana, South Carolina, and Virginia; 2/3 concurrent vote of both branches in Maine; 3/4 of all members of each house in South Dakota; and not specified in Alaska, but bills require majority vote of membership of each house. In South Dakota, the question of calling a convention may be initiated by the people in the same manner as an amendment to the constitution (see Table 3) and requires a majority vote on the question for approval.

(h) The majority must be 35 percent of the total votes cast at a general election or 30 percent of the number of registered voters if at a special election.

(i) Majority voting in the election, or 3/5 voting on the question.

(j) Must be approved during two legislative sessions.

(k) Majority must equal ¼ of qualified voters at last general election.

(l) Majority of those voting on the proposal is assumed.

(m) The question of calling a constitutional convention may be submitted either by the legislature or by initiative petition to the secretary of state in the same manner as provided for initiated amendments (see Table 3).

(n) Two thirds of all members of the legislature.

(o) Majority must be 35 percent of total votes cast at the election.

(p) Convention proposals are submitted to the electorate at a special election in a manner to be determined by the convention.

(q) Conventions may not be held more often than once in six years.

(r) Five years after effective date of constitution, governor shall call a constitutional convention to consider changes proposed by a constitutional committee appointed by the governor. Delegates to the convention are to be elected by their county councils.

(s) If proposed amendments are approved by the voters, they must be submitted to the Secretary of the Interior for approval.

Table 5
STATE CONSTITUTIONAL COMMISSIONS
Operative during the period January 1, 1978-December 31, 1979

State	*Name of commission*	*Method and date of creation and period of operation*	*Membership: number and type*	*Funding*	*Purpose of commission*	*Proposals and action*
Alabama	Informal designation: Governor's Working Party	Executive; Nov. 1978-	22: appointed by gov.; included chief justice, speaker of house, lieut. gov., and pres. pro tem of senate	No specified amount; funded from the governor's contingency fund	Prepare a draft constitution for submission to the legislature by the governor	A proposed draft constitution was submitted to the legislature in 1979, approved by the senate with some amendments, and died in committee in the house.
Arkansas	Constitutional Convention Preparatory Committee	Executive; Sept. 29-Dec. 13, 1978	5: appointed jointly by governor and secretary of state	$10,000 from governor's emergency fund	Make all necessary arrangements for a constitutional convention	Prepared for Arkansas' eighth constitutional convention, which convened initially for an organizational session Dec. 11, 1978.
Florida	Florida Constitution Revision Commission	Statutory/constitutional; Sess. Law, Ch. 77-201, June 13, 1977 (SB 919), pursuant to Art. XI, Sec. 2 of the Florida Constitution; July 6, 1977-May 8, 1978	37: atty. gen. ex officio; 36 appointed—by gov. (15), by speaker of house (9), by pres. of senate (9), by chief justice of supreme ct. (3)	$350,000 appropriation	Review constitution and propose necessary revisions	The commission submitted 8 proposed revisions of the constitution to the electorate on Nov. 7, 1978; all proposals were rejected.
Georgia	Select Committee on Constitutional Revision	Statutory; HR 135-588, Res. Act No. 26, March 30, 1977; May 9, 1977-June 30, 1982	11: gov.; lieut. gov.; speaker of house; chief justice of supreme ct.; chief judge of ct. of appeals; atty. gen.; chmn. of senate judiciary cmte.; chmn. of house judiciary cmte.; trial judge ap'td. by judicial council; pres. pro tem of senate; speaker pro tem of house	No specified amount; funded from General Assembly appropriation	Provide overall policy direction and coordination for a continuing study and revision of the constitution	In 1979, 6 new study committees were appointed to review and revise 7 separate articles; proposed revisions of 6 articles are expected to be submitted to the General Assembly during the 1982 session. The voters rejected proposed revisions of 2 articles in 1978.
Kentucky	Special Advisory Committee on the Kentucky Constitution	Legislative; C. Res. 34, Ch. 408, approved March 30, 1978; meetings in Sept. and Nov. 1978; inactive since Dec. 1978	27 appointed, 24 agreed to serve; 4 representatives, 2 senators, chief justice of supreme ct., lieut. gov., and 16 citizens	No stated amount; initial allocation of $20,000 from Legislative Research Commission funds for estimated expenses ($813.20 actually expended)	Study revision of the state constitution by the amending process; establish priority for constitutional changes before 1980 session of General Assembly	The committee held two meetings but became inactive and made no recommendations.
Utah	Utah Constitutional Revision Study Commission	Statutory; Ch. 89, Laws of Utah, 1969; amended by Ch. 107, Laws of Utah, 1975; amended by Ch. 159, Laws of Utah, 1977, which made the commission permanent as of July 1, 1977	16: 1 ex officio; 9 appointed—by speaker of house (3), pres. of senate (3), and gov. (3)—no more than 2 of each group to be from the same party; and 6 additional members appointed by the 9 previously appointed members	Appropriations through 1978 totaled $136,700; $25,000 appropriated for 1979	Study constitution and recommend desirable changes, including proposed drafts	Mandated to report recommendations at least 60 days before legislature convenes. Voter action thru 1979 on commission recommendations included approval of articles on the legislative branch and elections, revision of the amending procedure, and rejection of an article on the executive branch.

Table 6
CONSTITUTIONAL CONVENTIONS
1978-79

State	*Convention dates*	*Type of convention*	*Referendum on convention question*	*Preparatory body*	*Appropriations*	*Convention delegates*	*Convention proposal(s)*	*Referendum on convention proposals*
Arkansas	Dec. 11-12, 1978; May 14-July 16, 1979; will reconvene June 16, 1980 (mandated to adjourn sine die on or before June 30, 1980)	Unlimited	Nov. 2, 1976 Vote: 314,385 239,491	Constitutional Convention Preparatory Committee	$800,000	100 (elected Nov. 7, 1978, and at run-off election Nov. 21, 1978, from representative districts; nonpartisan)	Authorized to propose a new constitution or a new constitution and separate proposals or alternates to be voted on separately	As determined by the voters on Nov. 7, 1978, the referendum will be held at the general election on Nov. 4, 1980
Hawaii	July 5-Sept. 21, 1978	Unlimited	Nov. 2, 1976 Vote: 199,831 61,264	Legislative Reference Bureau (updated studies prepared for the 1968 constitutional convention)	$1.5 million (plus $485,599 for election of delegates, $8,500 for a campaign spending commission, and $72,000 to the Legislative Reference Bureau)	102 (elected May 20, 1978, from representative districts; nonpartisan)	Proposed 34 amendments	Nov. 7, 1978: all 34 amendments adopted

2. Legislation

TRENDS IN STATE LEGISLATION: 1978-79

By Elaine Stuart Knapp*

LEGISLATIVE TAX CUTTING in the 1978-79 biennium was spurred by voter passage of Proposition 13 in California. To curb growth in government, states adopted spending lids and sunset laws. Emotion-charged issues such as capital punishment, abortion, welfare reform, and child and spouse abuse also occupied state legislatures.

The energy squeeze brought to the forefront conservation and utility reforms. The environment was not forgotten as hazardous and radioactive waste came under tighter control. States took action as well in the areas of education, health, commerce, consumer protection, transportation, and social welfare.

The following is a summary of some of the major legislation passed by legislatures in regular and special sessions during 1978 and 1979. Numerous topics mentioned in this chapter are developed more fully in various chapters of this edition of *The Book of the States* (consult index).

Taxes, Finance

Proposition 13, a June 1978 initiative which rolled back property taxes in California, was viewed as a sign of a nationwide taxpayers' revolt. The California legislature acted in 1978 and 1979 to bail out local governments affected by lost revenues. Proposition 13 was an extreme remedy and was only imitated in Idaho, where voters approved a similar initiative in 1978.

More common were spending lids, linking increases in government expenditures to growth in personal income or the cost of living, which were adopted by voter or legislative action in 13 states during the biennium, including California in a 1979 voter-approved initiative. Spending lids already existed in two states.

Responding to demands for tax relief, more than 45 states made major or minor reductions in property, income, or sales taxes during the biennium, varying from increased exemptions to moratoriums on income tax withholding. Property tax relief was provided in 38 states, income tax relief in 31 states, and sales tax relief in 22 states. Lids on increases in property tax revenues were adopted in four states.

Among sales tax relief measures, several states exempted residential utilities, home heating, prescription drugs, and food sales. Exemptions for prescription drugs are now provided in 39 of the 45 states with sales taxes and for food sales in 23 states. West Virginia is phasing out its sales tax over the coming biennium.

Cigarette taxes were increased in five states and gasoline taxes in 14 states. Severance taxes on oil, natural gas, coal, or other minerals were increased in six states.

Gasohol, a mixture of gasoline and alcohol, was promoted by tax incentives in 17

---

*Mrs. Knapp is Editor of *State Government News*, the Council's monthly magazine.

states. In addition, more than 30 states now provide tax incentives for solar power and other alternative energy sources.

The overall state fiscal picture, which had improved through 1978 and early 1979, appeared to be slipping in late 1979. According to U.S. Commerce Department data, the combined budget balances of states and localities, excluding social insurance funds, dropped from a surplus in the first quarter of 1978 to a deficit of $6.1 billion in the second quarter of 1979. As recently passed tax cuts reduce state surpluses and future revenues, it appears states will be facing leaner times in the coming biennium.

Government

Sunset laws, providing automatic termination of government agencies unless renewed by the legislature, were adopted in 10 more states over the biennium, for a total of 34. Nine states provided for executive or legislative review of administrative rules. Legislative reapportionment plans were passed in Kansas and Tennessee.

The trend toward more stringent ethics requirements continued, with new ethics laws passed in four states and revisions in four others. Improvements were made in open meetings laws in five states, and Rhode Island opened government records to public view.

New executive departments were established in six states and new agencies and commissions in others.

Extensive constitutional revision was approved by voters in Hawaii and Tennessee in 1978. Changes in election laws passed in 20 states. Presidential primaries were established in Alabama and Kansas.

Compensation for state officials or employees was increased in many states.

The number of states calling for a convention to propose an amendment for a balanced federal budget reached 30, four short of the required 34. South Dakota joined three other states in voting to rescind ratification of the proposed U.S. Equal Rights Amendment.

Law Enforcement

Capital punishment was reinstated by law in five more states. About 20 states have passed new death penalty laws since a 1976 U.S. Supreme Court decision outlined guidelines. Four states now permit lethal injection as a method of execution. Penalties were stiffened for violent crimes in three states, for crimes against the elderly in three states, and for crimes committed with a gun in four states.

Spousal rape was made a crime in California. Laws on rape and sex crimes were revised in eight other states. More than 33 states have cracked down on child pornography—the depiction of minors in obscene acts. Obscenity was the target of new legislation in eight states.

Personal use of marijuana is subject to lesser penalties in two more states. New York repealed its strict drug laws as unworkable. Drug paraphernalia sales were banned in two states. Antidrug laws passed in five states.

Four more states authorized compensation for innocent victims of crime and three others required restitution from the criminal to the victim.

Judicial system changes included sentencing reforms in five states and changes in jury laws in five others. Credit cards can be used to pay courts in California and Hawaii. Four states made changes in laws affecting criminals who plead insanity. Work programs for inmates were established in six states. Funds for new prisons were authorized in several states.

In response to a U.S. Supreme Court ruling which broadened police authority to search newsrooms for reporters' notes, five states restricted such searches.

Education

New school finance formulas were drawn in Connecticut in response to a court order, and in Maine to replace the repealed uniform property tax. A number of other states revised state aid formulas to local schools and increased the state share of educational funding.

Minimal competency testing of public school pupils is now required in 36 states, and 12 require students to pass competency standards to graduate.

The 50 states appropriated $19 billion for higher education for fiscal 1980, for a weighted average two-year gain from 1978 to 1980 of 24 percent in state appropriations for operating expenses, according to *Grapevine* by M. M. Chambers.

Energy

A gasoline shortage and skyrocketing gasoline prices caused governors in a number of states to use their emergency powers and order odd/even plans for gasoline purchases in mid-1978. Energy emergency powers were updated or extended by legislation in at least six states. Nevada authorized the purchase of $10 million of gas if necessary for the tourist industry.

Rising home utility bills generated legislation to regulate utility costs and services in 14 states, including bans on utility shutoffs during cold weather in two states.

Various measures were passed to encourage alternative forms of energy, such as geothermal and solar. Energy conservation measures, such as building standards, were passed in 15 states and continuous-burning pilot lights on home appliances were banned in five states.

A number of states funded home heating programs for the poor and elderly. A major federal home heating program was signed into law in late 1979.

Three states ordered a stop to major oil company ownership of retail service stations, and four others gave franchised gasoline dealers protection from the major oil companies.

Moratoriums on new nuclear power plants were adopted in Connecticut and Oregon in the wake of a nuclear accident in Pennsylvania in 1979.

New laws regulating surface mining were passed in seven states to comply with new federal regulations.

Environment

More than 20 states passed legislation dealing with hazardous substances and wastes, with many of the comprehensive measures modeled on anticipated federal regulations. At least 10 states also regulated radioactive waste disposal and transportation. Resource recovery and solid waste disposal were the object of new laws in eight states. Two more states mandated deposits on beverage bottles. Stronger litter control measures passed in five states.

Auto emission tests were mandated in Connecticut and Maryland. Water supply and development were addressed by new laws in eight states. Farmland preservation efforts were funded in two states and farmland tax breaks were expanded in several others. Funds were provided to protect natural resources and to improve parks in five states. Coastal zone management was improved in four states.

Health

Abortion funding continued to be an emotional issue at the state and federal levels. Few states funded abortions for poor women beyond the restrictions set in federal law. Several states placed additional restrictions on abortions, some of which were challenged in court.

Medical use of marijuana in certain cases was permitted in 11 states. Another controversial substance, laetrile, may be legally prescribed for cancer patients in 20 states now. The terminally ill in 10 states may now refuse further medical treatment. Death was defined in four more states. Hospital costs are subject to state regulation in four more states. Ten more states allowed substitution of generic for brand-name drugs. Hospice programs for the terminally ill were authorized in two states by legislation. Stricter requirements were written into law for nursing homes in many states, and other measures were taken to assure better care for the elderly. At least 15 states enacted mental health law reforms, including rewritten mental commitment laws.

Other trends in health legislation included mandatory immunization of schoolchildren, guarantees of certain rights to mental patients, permission for doctors to advertise, adoption of certificate-of-need plans for new health facilities, and licensing of various health practitioners.

Social Legislation

Drinking ages were raised in eight states. Smoking in public places was restricted in five states.

Many states moved to protect victims of spouse or child abuse. All but 12 states have now passed the Uniform Child Custody Jurisdiction Act to settle interstate custody disputes. Several states legalized joint custody. More than 20 states now aid displaced homemakers—women who need help in the job market following loss of spouse. Equal rights in divorce court, making men eligible for alimony and custody, were provided in several states. A number of states cracked down on welfare fraud, and several provided work opportunities for the able-bodied on welfare. A number of states forbade various forms of discrimination against the handicapped.

Commerce, Consumers

At least nine states allowed interest rates to rise on home mortgages or consumer purchases. Use of tax-exempt bonds for low-interest home loans was authorized in many states before proposed federal legislation crippled the practice in 1979. States encouraged housing development through increased bonds for housing.

Business and consumer legislation included definitions of liability in ski accidents, bans on blind bidding by movie houses, restrictions on computerized telephone solicitations, increased antitrust powers, protections for landlords and tenants, controls on conversions to condominiums, penalties for securities fraud and for computer fraud, requirements for readable insurance and consumer contracts, restrictions on ownership of farmlands by aliens and corporations, and regulation of used car sales and car repairs.

Insurers now have immunity in reporting arson information in 36 states. Nevada repealed its no-fault auto insurance law. Redlining—arbitrary denial of home loans or insurance due to location—was outlawed in five more states.

A number of states revised unemployment and workers' compensation laws. A federal law on mandatory retirement ages prompted a number of states to raise the forced retirement age to 70 and some to ban retirement due to age.

Arbitration for public safety officers was allowed in three states. Minimum wages were increased in four states.

Transportation

Traffic offenses were decriminalized in two states. Adult motorcyclists were freed of helmet requirements in most states. About 40 states now have moped laws. All 50 states now allow right turns on red, although some states have restricted its use to specified locations. Changes were made in state laws to encourage car and van pools. Major funding for transportation, including mass transit, was provided in seven states.

INITIATIVE PROVISIONS FOR STATE LEGISLATION

State or other jurisdiction	*Type(a)*	*Established by constitutional provision*	*Petition requirement(b)*	*Initiative provisions are also available to all or some local government units(c)*
Alaska	D	★	10% of those voting in the last general election and resident in at least 2/3 of election districts	★
Arizona	D	★	10% of qualified electors	★
Arkansas	D	★	8% of those voting in the last general election for governor	★
California	D	★	5% of votes cast in the last general election for governor	★
Colorado	D	★	8% of votes cast in the last general election for secretary of state	★
Delaware	D	...	10% of the total votes for governor at the next general election preceding the filing of the petition	...
Florida	D	★	80% of vote in last presidential election in 1/2 of congressional districts	★
Idaho	D	★	10% of votes cast in the last general election for governor	★
Illinois	D	★	8% of those voting in the last general election for governor	★
Maine	I	★	10% of votes cast in last general election for governor	★
Massachusetts	I	★	3% of votes cast in last general election for governor	★
Michigan	B	★	8% of votes cast in last general election for governor	★
Missouri	D	★	5% of voters in each of 2/3 of congressional districts	★
Montana	D	★	5% of qualified electors in each of at least 1/3 of legislative representative districts; total must equal 5% of total qualified electors	★
Nebraska	D	★	7% of votes cast in last general election for governor	★
Nevada	B	★	10% of voters in last general election in 75% of the 17 counties	★
North Dakota	D	★	10,000 electors	★
Ohio	B	★	3% of electors	★
Oklahoma	D	★	8% of total vote for state office receiving largest number of votes in last general election	★
Oregon	D	★	6% of total votes cast in last election for governor	★
South Dakota	B	★	5% of votes cast in last general election for governor	★
Utah	B	★	10% of total votes cast in last election for governor with same percentage required from a majority of the counties (direct); 5% (indirect) (d)	★
Washington	B	★	8% of votes cast in last general election for governor	★
Wyoming	D	★	15% of voters in last general election and resident in at least 2/3 of counties in state	★
Guam	D	...	20% of persons voting for governor in last preceding general election at which governor was elected	...

(a) The initiative may be direct or indirect. The direct type, designated D in this table, places a proposed measure on the ballot for submission to the electorate, without legislative action. The indirect type, designated I, requires the legislature to act upon an initiated measure within a reasonable period before it is voted upon by the electorate. In some states both types, designated B, are used.

(b) In each state where the initiative may occur, a majority of the popular vote is required to enact a measure. Idaho: a majority equal to the majority of the aggregate vote cast for governor at such general election; Massachusetts: the measure must also be approved by at least 30 percent of the ballots cast.

(c) In addition to those listed in this column, the following states have an initiative process that is available only to local units of government: Georgia, Kentucky, Louisiana, Minnesota, New Jersey, Pennsylvania, South Carolina, Texas, Vermont, Virginia, and West Virginia.

(d) These requirements are established by law.

SELECTED LEGISLATIVE ACTIONS*

State or other jurisdiction	Equal Rights Amendment to U.S. Constitution		Call for U.S. Constitutional Convention to propose a balanced federal budget	"Right-to-die" legislation (b)	Motorcycle operation		
					Helmet laws		
	Voted to ratify	Voted to rescind(a)			Safety helmet required	Eye protection required	Operators license required
Alabama	...	...	★	...	★	...	...
Alaska	★	...	...	...	★(c)	★	★
Arizona	...	...	★	...	★(c)	★	★
Arkansas	...	...	★	★	★(d)	...	...
California	★	...	...	★	...	...	★
Colorado	★	...	★	...	...	★	★
Connecticut	★	...	...	...	...	★	★
Delaware	★	...	★	...	★(e,f,g)	★	★
Florida	...	...	★	...	★	★	...
Georgia	...	...	★	...	★	★	★
Hawaii	★	...	...	...	...	★	★
Idaho	★	★	★	★	★(c,e)	...	...
Illinois	...	...	...	...	...	★	★
Indiana	★	...	★	...	★(c)	★(f)	...
Iowa	★	...	★	...	...	★	★
Kansas	★	...	★	★	★(c)	★	★
Kentucky	★	(h)	...	...	★	★	★
Louisiana	...	...	★	...	★(c)	★	★
Maine	★	...	...	...	★	...	★
Maryland	★	...	★	...	★(e)	★	★
Massachusetts	★	...	...	...	★	★	★
Michigan	★	...	...	...	★	★(i)	★
Minnesota	★	...	...	...	★(c)	★	★
Mississippi	...	...	★	...	★	...	...
Missouri	...	...	...	...	★	...	★
Montana	★	...	...	...	★(c)	...	★
Nebraska	★	★	★	...	...	...	★
Nevada	...	...	★	★	★	★	★
New Hampshire	★	...	★	...	★(c)	★	★
New Jersey	★	...	...	...	★(e)	★	★
New Mexico	★	...	★	★	★(c,e)	★	★
New York	★	...	...	...	★(e)	★	★
North Carolina	...	...	★	★	★	...	...
North Dakota	★	...	★	...	★(c,e)	...	★
Ohio	★	...	...	...	★(c,j)	★	★
Oklahoma	...	...	★	...	★(c)	★	...
Oregon	★	...	★	★	★(c)	...	★
Pennsylvania	★	...	★	...	★	★	★
Rhode Island	★	...	...	...	...	★	★
South Carolina	...	...	★	...	★(e)	★	★
South Dakota	★	★	★	...	★(c)	★	★
Tennessee	★	★	★	...	★(d)	★	★
Texas	★	...	★	★	★(c)	...	★
Utah	...	...	★	...	★(c)	...	★
Vermont	★	...	...	...	★(e)	★	★
Virginia	...	...	★	...	★	★	★
Washington	★	...	...	★	★	★	★
West Virginia	★	...	...	...	★(e)	★	...
Wisconsin	★	...	...	...	★(c,j)	★	★
Wyoming	★	...	★	...	★	...	★
Dist. of Col.	...	...	...	...	★	★	★
Puerto Rico	...	...	...	...	★	★	★

**Sources:* Equal Rights Amendment—ERA America; Call for constitutional convention—National Taxpayers Union; Right to die—Society for the Right to Die; Helmet laws—American Motorcyclist Association.

(a) There is some question as to whether a state may vote to rescind its ratification. A ruling on constitutionality will determine this issue.

(b) Provides an individual the means to execute a document that allows some measure of control in the manner of his or her final care.

(c) Under 18 years old only.

(d) Also requires crash bars for machines over 750 cc and machines operated by persons under 18 years old.

(e) Reflectorization required.

(f) Must have in possession.

(g) Under 19 years old only.

(h) The vote to rescind was vetoed.

(i) Required at speeds above 35 mph.

(j) Required for novice drivers.

PROVISIONS FOR REFERENDUM ON STATE LEGISLATION

State or other jurisdiction	*Established by constitutional provision*	*Basis of referendum(a)*	*Petition requirement(b)*	*Referendum provisions also available to all or some local government units(c)*
Alaska	★	Petition of people	10% of votes cast in last general election for governor and resident in at least 2/3 of election districts	★
Arizona	★	Petition of people Submitted by legislature	5% of qualified voters	★
Arkansas	★	Petition of people	6% of votes cast in last general election for governor	★
California	★	Petition of people (d) Constitutional requirement	5% of votes cast in last general election for governor	★
Colorado	★	Petition of people Submitted by legislature	5% of votes cast in last general election for secretary of state	★
Delaware	...	Petition of people	3% of the total votes for governor cast at the general election next preceding the filing of the petition	...
Florida	★	Constitutional requirement	...	★
Georgia	★(e)	Submitted by legislature Constitutional requirement	...	★
Idaho	★	Petition of people	10% of votes cast in last general election for governor	★
Illinois	★	Submitted by legislature	...	★
Iowa	★	Constitutional requirement	...	★
Kansas	★	Constitutional requirement (f)	...	★
Kentucky	★	Petition of people (g) Constitutional requirement	5% of votes cast in last general election for governor	★
Maine	★(e)	Petition of people Submitted by legislature Constitutional requirement	10% of votes cast in last general election for governor	★
Maryland	★(e)	Petition of people Submitted by legislature	3% of votes cast in last general election for governor	★
Massachusetts	★	Petition of people	2% of votes cast in last general election for governor	★
Michigan	★	Petition of people(h) Submitted by legislature Constitutional requirement	5% of votes cast in last general election for governor	★
Missouri	★	Petition of people Submitted by legislature	5% of legal voters in each of 2/3 of congressional districts	★
Montana	★	Petition of people Submitted by legislature	5% of total qualified electors and 5% in at least 1/3 of legislative districts	★
Nebraska	★	Petition of people	5% of votes cast in last general election for governor	★
Nevada	★	Petition of people	10% of votes in last general election	★
New Hampshire	★	Submitted by legislature	...	...
New Jersey	★	Submitted by legislature Constitutional requirement	...	★
New Mexico	★	Petition of people Constitutional requirement	10% of votes cast in last general election and 10% of electors in 3/4 of the counties	...
New York	★	Constitutional requirement	...	...
North Carolina	★	Submitted by legislature Constitutional requirement	...	...
North Dakota	★	Petition of people	7,000 signatures	★
Ohio	★	Petition of people Constitutional requirement	6% of electors	★
Oklahoma	★	Petition of people Submitted by legislature Constitutional requirement	5% of votes cast for state office receiving largest number of votes in last general election	★
Oregon	★	Petition of people Submitted by legislature	4% of votes cast in last election for governor	★
Pennsylvania	★	Constitutional requirement	...	★
Rhode Island	★	Constitutional requirement	...	★
South Carolina	★	Submitted by legislature Constitutional requirement	...	★
South Dakota	★	Petition of people	5% of votes cast in last general election for governor	★
Utah	★	Petition of people	10% of votes cast in last general election for governor and same percentage required from a majority of the counties	★

PROVISIONS FOR REFERENDUM ON STATE LEGISLATION—Concluded

State or other jurisdiction	*Established by constitutional provision*	*Basis of referendum(a)*	*Petition requirement(b)*	*Referendum provisions also available to all or some local government units(c)*
Vermont	...	Submitted by legislature	...	★
Virginia	★	Submitted by legislature Constitutional requirement	...	★
Washington	★	Petition of people Submitted by legislature Constitutional requirement	4% of votes cast in last general election for governor	★
Wisconsin	★(e)	Submitted by legislature Constitutional requirement	...	★
Wyoming	★	Petition of people Constitutional requirement	15% of those voting in last general election and resident in at least 2/3 of counties of state	★
Guam	★	Submitted by legislature	2/3 of persons voting for governor in last preceding general election at which governor was elected	...
Puerto Rico	...	Submitted by legislature Petition of people	... 20% of persons voting for governor in last preceding general election at which governor was elected	...
Virgin Islands	★	Petition of people Submitted by legislature	50% of votes cast in last general election for governor	...

(a) Three forms of referendum exist: (1) Petition of people—the people may petition for a referendum, usually with the intention of repealing existing legislation; (2) Submitted by legislature—the legislature may voluntarily submit laws to the electorate for their approval; and (3) Constitutional requirement—the state constitution may require certain questions to be submitted to the people, often debt authorization.

(b) In each state where referendum may occur, a majority of the popular vote is required to enact a measure. Idaho: a majority equal to a majority of the aggregate vote cast for governor at such general election; Massachusetts: the measure must also be approved by at least 30 percent of the ballots cast.

(c) In addition to those listed in this column, the following states have a referendum process that is available only to local units of government: Minnesota, North Carolina, Pennsylvania, South Carolina, Texas, Virginia, West Virginia, and Wyoming.

(d) Amendments or repeals of initiative statutes by another statute must be submitted to the electorate for approval unless the initiative statute provides to the contrary.

(e) The type of referendum held at the request of the legislature is not established by a constitutional provision.

(f) Debt authorization and banking laws only.

(g) Applies only to referendum on legislation classifying property and providing for differential taxation on same.

(h) Does not extend to acts making appropriations for state institutions or to meet deficiencies in state funds.

CHARACTERISTICS OF STATE ETHICS BOARDS AND COMMISSIONS

State	Name of board or commission	Number of members	Members appointed by	Length of service (years)	Method of selecting chair-person	Budget (fiscal 1980)
Alabama	Ethics Commission	5	Gov., lt. gov., spkr. house (a)	5	E	$165,000
Alaska	...	...	...	...	...	...
Arizona	Ethics Board	8	Gov.	4	E	9,800
Arkansas	...	...	...	...	...	...
California	Fair Political Practices Commission	5	Gov. (2), atty. gen. (1), secy. state (1), comptroller (1)	4	A(b)	1,415,435
Colorado	Board of Ethics	5	Gov.	(c)	E	None
Connecticut	Ethics Commission	7	Gov. (3), spkr. house (1), sen. pres. (1), house min. ldr. (1), sen. min. ldr. (1) (j)	4	E	63,606
Delaware	...	...	...	...	...	...
Florida	Commission on Ethics	9	Gov. (5), pres. sen. (2), spkr. house (2)	2(d)	E	251,438
Georgia	Campaign & Financial Disclosure Commission	5	Gov. (2), lt. gov. (1), spkr. house (1), secy. state (1)	5	E	90,900
Hawaii	Ethics Commission	5	Gov.	4	E	95,950
Idaho	...	...	...	...	...	...
Illinois	Board of Ethics	3	Gov.	(c)	None	56,000
Indiana	Ethics & Conflict of Interest Commission	5	Gov.	4	A	None
Iowa	...	...	...	...	...	...
Kansas	Governmental Ethics Commission	11	Gov. (5), legislature (6)	2	A(b)	177,924
Kentucky	Board of Ethics of the Kentucky General Assembly	9	(e)	4	E	30,000
Louisiana	Commission on Ethics for Public Employees	5	Gov.	6	None	(f)
	Board of Ethics for Elected Officials	5	Gov. (1), senate (2), house (2)	6	E	(f)
Maine	Commission on Governmental Ethics & Election Practices	7	Legislature	2	E	None
Maryland	Ethics Commission	5	Gov. (1), pres. sen. (2), spkr. house (2)	5	E	None
Massachusetts	Ethics Commission	5	Gov. (3), secy. state (1), atty. gen. (1)	5	A(b)	200,100
Michigan	Board of Ethics	7(g)	Gov. w/senate confirmation	4	A(b)	3,000
Minnesota	Ethical Practices Board	6	Gov.	4	E	344,700
Mississippi	Ethics Commission	8	Gov. (2), lt. gov. (2), spkr. house (2), chief justice (2)	1-4	E	91,408
Missouri	...	...	...	...	...	...

Montana	...	...	...	...	...	...
Nebraska	...	...	...	...	...	...
Nevada	Executive Ethics Commission	6	Gov.	4	E	None
	Legislative Ethics Commission	8	(h)	4	E	None
New Hampshire	...	...	...	...	...	...
New Jersey	Executive Commission on Ethical Standards	7	Gov.	(c)	A	82,16[illegible]
	Joint Legislative Committee on Ethical Standards	8	Pres. sen. (4), spkr. house (4)	2	E	None
New Mexico	...	...	...	...	...	...
New York	...	...	...	...	...	...
North Carolina	Board of Ethics	5	Gov.	(c)	A	45,000
	Legislative Ethics Commission	9	Legislature	2	A	Unspecified
North Dakota	...	...	...	...	...	...
Ohio	Ethics Commission	6	Gov.	6	E	313,955
Oklahoma	Ethics Commission	3	Gov. (1), pres. sen. (1), spkr. house (1)	3	None	(i)
Oregon	Government Ethics Commission	7	Gov. (3), majority & minority parties of each house (1 each)	4	E	109,945
Pennsylvania	Ethics Commission	7	Gov. (3), pres. sen. (1), spkr. house (1), sen. min. (1), house min. (1)	5	E	100,000
Rhode Island	...	...	...	...	...	...
South Carolina	Ethics Commission	6	Gov. w/consent of legislature	4	E	Not determined
South Dakota	...	...	...	...	...	...
Tennessee	...	...	...	...	...	...
Texas	...	...	...	...	...	...
Utah	...	...	...	...	...	...
Vermont	...	...	...	...	...	...
Virginia	...	...	...	...	...	...
Washington	...	...	...	...	...	...
West Virginia	...	...	...	...	...	...
Wisconsin	Ethics Board	6	Gov. w/senate confirmation	6	E	88,400
Wyoming	...	...	...	...	...	...

Key:
E—Elected
A—Appointed

(a) Members are usually appointed at a joint meeting of all three.

(b) By governor.

(c) At pleasure of governor.

(d) No more than two two-year terms.

(e) Lieutenant governor (3), including two senators and one public citizen; speaker of the house (3), including two representatives and one public citizen; Legislative Research Commission (3), all from the public.

(f) Included in the operating budget of the State Civil Service Commission.

(g) Attorney general and state personnel director serve ex officio.

(h) Senate majority leader (1); senate minority leader (1); assembly speaker (1); assembly minority leader (1); Legislative Commission (4)—a county official a city official, and two public citizens.

(i) Expenses are paid by the State Emergency Fund.

(j) All with consent of legislature.

COVERAGE AND SCOPE OF STATE PROVISIONS IN FINANCIAL DISCLOSURE/CONFLICT OF INTEREST

	Coverage								Scope			
State	*State legislators*	*Employees of state legislature*	*Elected state officials*	*Appointed state officials*	*State employees*	*Members of state commissions*	*Candidates for state office*	*State judges*	*Includes a code of ethics*	*Lists prohibited acts*	*Financial disclosure required*	*Notice of conflict of interest required*
Alabama	★	●	★	★	●	★	★	★	...	★	★	★
Alaska	★	...	★	●	...	●	★	★	...	★	★	...
Arizona	...	★	★	★	★	★	★	★	...	★	★	★
Arkansas	...	...	...	...	...	...	...	...	...	...	...	...
California	★	★	★	★	★	★	★	★	★	★	★	★
Colorado	★	...	★	★	★	★	★	★	★	★	★	★
Connecticut	★	★	★	★	...	●	★	...	★	★	★	...
Delaware	...	...	...	★	...	...	...	...	★	★	★	...
Florida	★	●	★	★	●	★	★	★	★	★	★	★
Georgia	...	...	...	...	...	...	★	...	...	...	...	...
Hawaii	★	★	★	★	★	★	★	...	★	★	★	★
Idaho	...	...	...	...	...	...	...	...	...	...	...	...
Illinois	★	●	★	●	●	●	★	★	★	★	★	...
Indiana	★	★	★	★	★	★	★	★	★	...	★	...
Iowa	★	★	★	★	★	★	★	★	★(a)	★	★	★
Kansas	★	●	★	●	●	★	★	...	...	★	★	★
Kentucky	★	...	●	●	●	●	●	★	★(b)	★	...	★(b)
Louisiana	★	★	★	...	★	...	★	★	★	★	★	★
Maine	★	...	...	...	●	...	...	...	...	★	★(b)	...
Maryland	★	●	...	●	●	●	●	★	★	★	★	★
Massachusetts	★	●	...	●	●	●	★	★	★	★	★	...
Michigan	★	★	★	★	★	★	...	★	★	★	(c)	★
Minnesota	★	●	★	●	●	●	★	...	...	...	★	★
Mississippi	★	...	●	...	...	★	★	★	...	★	★	★
Missouri	★	...	★	...	...	...	●	...	...	★	★	★(b)
Montana	★	★	★	★	★	★	...	★	★	★	...	...
Nebraska	★	...	★	●	●	●	...	...	...	★	★	...
Nevada	★	●	★	●	●	★	★	...	★	★	★	★
New Hampshire	...	...	...	...	...	...	...	...	...	...	...	...
New Jersey	★	★	★	★	★	★	...	...	★	...	...	★
New Mexico	★	...	★	●	●	●	★	★	...	★	★	★
New York	★	★	★	★	★	★	★	★	★	★	★	★
North Carolina	★	...	...	★	★	★	★	...	...	★	★	★
North Dakota	★	...	★	★	...	★	★	★	...	★	...	...
Ohio	★	●	★	★	●	●	★	★	★	★	★	★
Oklahoma	★	★	★	★	★	★	...	★	★	★	...	...
Oregon	★	●	●	★	●	●	★	★	★	★	(c)	...
Pennsylvania	★	●	★	●	●	●	★	★	...	★	★	...
Rhode Island	★	...	★	★	...	★	...	★	...	★	★	...
South Carolina	★	●	★	●	●	...	★	★	★	★	★	★
South Dakota	★	★	★	★	★	★	★	★	...	★	★	...
Tennessee	★	...	★	★	●	●	★	★	...	...	★	...
Texas	★	★(d)	★	★	★(d)	★	★	★	★	★	★	★
Utah	...	...	★	★	●	...	●	★	...	★	★	★
Vermont	...	...	...	...	...	...	...	...	...	...	...	...
Virginia	★	★	★	★	★	★	★	★	★	★	★	★
Washington	★	★	★	★	★	★	★	★	★	★	★	...
West Virginia	★	...	★	★	★	★	...	★	...	...	...	★
Wisconsin	★	★	★	★	★	★	★	★	★	★	★	★
Wyoming	...	...	...	...	...	...	...	...	...	...	...	...

Key:
★ All
● Some
... None

(a) Within the legislative ethics committee.
(b) For legislators only.
(c) Required of some.
(d) Employees subject to conflict-of-interest provisions but not financial disclosure.

AGE OF MAJORITY FOR SPECIFIED ACTIVITIES*

State or other jurisdiction	Serve on a jury	Make a contract	Own property	Make a will	Hold office (a)	Buy liquor (b)	Consent to medical care	Consent to sexual intercourse (c)	Stop attending school
Alabama	19	19	...	19	21	19	14	16(d)	16
Alaska	19	18	...	19	21	19	...	18	16
Arizona	18	18	18	18	25	19	...	16	16
Arkansas	18	18	18	18	18	21	18	18	18
California	18	18(e)	...	18	18	21	18(e)	18, 14(f)	18(g)
Colorado	18	18	18	18	25	21(h)	18(i)	18	16
Connecticut	18	18	18	18	21	18	...	15	16(j)
Delaware	18	18	18	18	24	20	...	16	16
Florida (i)	18	18	18	18	21	18	18	18	16
Georgia	18	18	18	18	21	18	18(k)	14	16
Hawaii	18	18	18	18	18	18	14	14	15
Idaho	18	18(i)	...	18(i)	18	19	18	18	16
Illinois	18	18	18	18	21	21	18	18	16
Indiana	18	18	18	18	21	21	18	18	16
Iowa	18	18	18	18	21	19	18	18	18
Kansas	18	18	18	18	18	21	18	18	16
Kentucky	18	18	18	18	24	21	18	16	16
Louisiana	18	18(i)	...	16(i)	18	18	...	17	16
Maine	18	18	18	18	21	20	18	14	17
Maryland	18	18	18	18	21	21(h)	18(e)	14	16
Massachusetts	18	18(l)	...	18	18	20	16	17	16
Michigan	18	18	18	18	21	21	18	16	16
Minnesota	18	18	18	18	21	19	18	13	17
Mississippi	21	18	...	18	21	21	21	18	(m)
Missouri	21	18	18	18	24	21	18(e)	16(d)	16
Montana	18	18(l)	...	18	18	19	18(e)	16	16(n)
Nebraska	19	19	19	18	21	19	19	16	16
Nevada	18	18	18	18	21	21	18	18	17
New Hampshire	18	18	18	18	18	20	18	16	16
New Jersey	18	18	18	18	21	18	18	16	16
New Mexico	18	18	18	18	21	21	18	13	18(o)
New York	18	18	...	18	...	18	18(e)	17	17(p)
North Carolina	18	18(q)	...	18	18	21	18(r)	13	16
North Dakota	18	18(l)	18	18	18	21	18(r)	18	16
Ohio	18	18	18	18	18	21	18(r)	13	18
Oklahoma	18	18	18	18	21	21(h)	18	16	16
Oregon	18	18	18	18	21	21	18	18	16(e)
Pennsylvania	18	18	18	18	21	21	18	14	16(e)
Rhode Island	21	18	18	18	18	18	16	16	16
South Carolina	18	18	18	18	21	21(h)	18	16	16
South Dakota	18	18	...	18	25	21	18	15	16
Tennessee	18	18	18	18	21	19	18(s)	16	16
Texas	18	18	...	18(i)	21	18	16(i)	17	17
Utah	18	18	...	18	25	21	...	18(t)	17
Vermont	18	18	18	18	18	18	18	18	18
Virginia	18	18	18	18	21	21(h)	18	13	17
Washington	18	18	...	18	18	21	18	16	18(e)
West Virginia	18	18	18	18	18	18	...	16	16
Wisconsin	18	18	18	18	18	18	18	18	16(e)
Wyoming	19	19	...	19	21	19	19(e)	19	19(e)
American Samoa	...	...	...	...	25	21	...	14	18
Puerto Rico	18	21(i)	21(i)	14	25	18	21(i)	14	...

---

*For ages for obtaining drivers license, see table on page 400; for marriage, see table on page 46.

(a) Some offices require higher ages, e.g., governor or lieutenant governor. The age indicated is that at which a person can serve in the lower house of the state legislature.

(b) The age indicated is that required to purchase "hard" liquor. The age required to purchase beer or wine is sometimes lower and, when known is indicated by a footnote.

(c) Age of consent may be lower in certain circumstances, often depending on the age of the partner or the relationship between partners.

(d) Applies only to females.

(e) With certain exceptions.

(f) 18 for female who is not the wife of her partner; 14 for males.

(g) Or, if graduate from high school, 16.

(h) Beer or wine at 18.

(i) Age may be lower for a minor living apart from parents or legal guardian and managing his or her own financial affairs, or who has contracted a lawful marriage.

(j) Unless getting education elsewhere. 14 if lawfully employed.

(k) Younger if pregnant.

(l) Minor can make a contract binding on an adult, but not on a minor. However, minor is bound on contracts for necessities.

(m) 1980-81 school year—10 years old, 1981-82 school year—11 years old, 1982-83 school year—12 years old, 1983-84 school year—13 years old.

(n) Or completion of 8th grade, whichever is earlier.

(o) Or completion of high school, whichever is earlier. Age may be earlier with consent of parents and school officials.

(p) Or completion of high school, whichever is earlier.

(q) Minors over 15 may enter into insurance contracts; minors over 12 may enter into contracts with respect to shares in earnings and loan associations; all minors may enter into contracts for necessities.

(r) Younger for the prevention, diagnosis, and treatment of venereal disease, pregnancy, abuse of alcohol and drugs, or emotional disturbances.

(s) Younger for abortion or contraception; if emancipated.

(t) 18 civil statutes; 16 criminal statutes.

PRINCIPAL PROVISIONS OF STATE FIREARMS LAWS*
As of January 1980

State	Permit to purchase		Registration of firearms		Licensing of owner		License or permit to carry		License or permit to possess		Constitutional provision†
	Rifles and shotguns	*Handguns*	*Rifles and shotguns*	*Handguns*	*Rifles and shotguns*	*Handguns*	*Rifles and shotguns*	*Handguns*	*Rifles and shotguns*	*Handguns*	
Alabama	...	...	...	...	...	...	...	★	...	...	★
Alaska	...	...	...	...	...	...	...	□	...	...	★
Arizona	...	...	...	...	...	...	□	□	...	...	★
Arkansas	...	...	...	...	...	...	...	(a)	...	...	★
California	...	(b)	...	(b)	...	...	...	■	...	...	...
Colorado	...	...	...	...	...	...	...	■	...	...	★
Connecticut	...	...	...	...	...	...	...	★	...	...	★
Delaware	...	...	...	...	...	...	...	■	...	...	...
Florida	...	...	...	...	...	...	...	★	...	...	★
Georgia	...	...	...	...	...	...	...	★	...	...	★
Hawaii	...	★	...	★	...	...	...	★	...	★	★
Idaho	...	...	...	...	...	...	■	■	...	...	★
Illinois	★(c)	★(c)	(d)	(d)	★(c)	★(c)	★(c)	□	★(c)	★(c)	★
Indiana	...	...	...	...	...	...	...	★	...	...	★
Iowa	...	...	...	...	...	...	...	■	...	...	...
Kansas	...	...	...	...	...	...	■	■	...	...	★
Kentucky	...	...	...	...	...	...	□	□	...	...	★
Louisiana	...	(e)	(n)	...	...	...	□	□	...	...	★
Maine	...	...	...	...	...	...	...	■	...	...	★
Maryland	...	(b)	...	(b)	...	...	...	★	...	...	...
Massachusetts	★(f)	★	...	...	★	★	★(f)	★	★(f)	★(f)	★
Michigan	...	★	...	★	...	...	...	★	...	(g)	★
Minnesota	...	...	...	...	...	...	...	★(h)	...	★(h)	...
Mississippi	...	...	...	★	...	...	...	■	...	...	★
Missouri	...	★	...	...	...	...	...	□	...	...	★
Montana	...	...	...	...	...	...	...	■	...	...	★
Nebraska	...	...	...	...	...	...	□	□	...	...	...
Nevada	...	...	...	...	...	...	□(i)	□(i)	...	...	...
New Hampshire	...	(j)	...	...	...	...	...	★	...	...	...
New Jersey	★(f)	★	...	(b)	★	★	★(f)	★	★(f)	★	...
New Mexico	...	...	...	...	...	...	..	□	...	...	★
New York	(k)	★	(k)	★	(k)	★	...	★	...	★	...
North Carolina	...	★	...	(b)	...	...	...	□	...	...	★
North Dakota	...	...	...	...	...	...	...	★	...	...	...
Ohio	(l)	(l)	...	...	...	...	□	□	...	...	★
Oklahoma	...	...	...	...	...	...	□	□	...	...	★
Oregon	...	...	...	...	...	...	...	■	...	...	★
Pennsylvania	...	...	...	...	...	...	...	★	...	...	★
Rhode Island	...	...	...	...	...	...	...	★	...	...	★
South Carolina	..	...	...	...	...	...	...	(o)	...	...	★
South Dakota	...	...	...	...	...	...	...	★	...	...	★
Tennessee	...	★	...	...	...	...	...	(o)	...	...	★
Texas	...	...	...	...	...	...	...	(m)	...	...	★
Utah	...	...	...	...	...	...	■	■	...	...	★
Vermont	...	...	...	...	...	...	(a)	(a)	...	...	★
Virginia	...	...	...	...	...	...	...	■	...	...	★
Washington	...	...	...	...	...	...	...	★	...	...	★
West Virginia	...	...	...	...	...	...	...	★	...	...	...
Wisconsin	...	...	...	...	...	...	□	□	...	...	...
Wyoming	...	...	...	...	...	...	...	■	...	...	★

---

*Source: National Rifle Association. In addition to state law, the purchase, sale, and, in certain circumstances, the possession and interstate transportation of firearms is regulated by the Federal Gun Control Act of 1968 and Title VII of the Omnibus Crime Control and Safe Streets Act. Also, cities and localities may have their own firearms ordinances in addition to federal and state laws. Details may be obtained by contacting local law enforcement authorities or by consulting the *Annual Guide to Firearms Regulation* published by the Bureau of Alcohol, Tobacco and Firearms, available from the U.S. Government Printing Office, Washington, D.C. 20402. State firearm laws are subject to frequent change. This summary is not to be considered as legal advice or a restatement of law.

†State constitutional provisions on firearms vary considerably. The Connecticut constitution serves as an example of the basic features: "Every citizen has a right to bear arms in defense of himself and the state." (Article 1, Section 15).

Key:

★—Provision applies.
■—If weapon concealed.
□—Carrying concealed weapon prohibited.

(a) Arkansas prohibits carrying a handgun "as a weapon" (that is, to fight with). Vermont prohibits carrying a firearm, concealed or openly, "with the intent or purpose of injuring another."
(b) Police recordation is made of purchases from dealers.
(c) A Firearms Owner's Identification Card required.
(d) Only Chicago requires registration of all firearms.
(e) New Orleans requires a permit for purchase of any concealable firearm.
(f) A Firearm Identification Card required.
(g) Handguns must be presented to the city chief of police or county sheriff to obtain a certificate of inspection.
(h) Exceptions to permit requirement are "keeping or carrying about one's place of business, dwelling house, premises or land."
(i) Permission to carry concealed may be granted by county sheriff upon written application.
(j) Permit required for purchase by a felon.
(k) Not required except in New York City.
(l) In Cleveland and Columbus, a police permit is required for the purchase of a handgun; in Toledo, a handgun owner's identification card is required for acquisition or purchase of a pistol or revolver; and in Cincinnati, an application is required for the purchase of a handgun.
(m) Carrying is restricted; no permit is required.
(n) If firearm is concealable.
(o) Carrying handgun prohibited.

LEGALIZED GAMING IN THE STATES*
As of January 1980

State	*Lotteries*	*Numbers*	*Sports betting*	*Off-track betting*	*Horse racing*	*Dog racing*	*Jai alai*	*Casinos*	*Card rooms*	*Bingo*
Alabama	...	...	...	...	...	★	...	...	...	...
Alaska	...	...	...	...	...	...	...	...	...	★
Arizona	...	...	...	...	★	★	...	...	...	★
Arkansas	...	...	...	...	★	★	...	...	...	...
California	...	...	...	...	★	...	...	...	★	★
Colorado	...	...	...	...	★	★	...	...	...	★
Connecticut	★	★	...	★	●	★	★	...	...	★
Delaware	★	★	●	...	★	...	...	...	...	★
Florida	...	...	...	...	★	★	★	...	...	★
Georgia	...	...	...	...	...	...	...	...	...	★
Hawaii	...	...	...	...	...	...	...	...	...	...
Idaho	...	...	...	...	★	...	...	...	...	...
Illinois	★	★	...	...	★	...	...	...	...	★
Indiana	...	...	...	...	●	...	...	...	...	...
Iowa	...	...	...	...	...	...	...	...	★	★
Kansas	...	...	...	...	...	...	...	...	...	★
Kentucky	...	...	...	...	★	...	...	...	...	...
Louisiana	...	...	...	...	★	...	...	...	...	★
Maine	★	...	...	...	★	...	...	...	...	★
Maryland	★	★	...	...	★	...	...	...	...	★
Massachusetts	★	★	...	...	★	★	...	...	...	★
Michigan	★	★	...	...	★	...	...	...	...	★
Minnesota	...	...	...	...	...	...	...	...	...	★
Mississippi	...	...	...	...	...	...	...	...	...	...
Missouri	...	...	...	...	...	...	...	...	...	...
Montana	...	...	★	...	★	...	...	...	★	★
Nebraska	...	...	...	...	★	...	...	...	...	★
Nevada	...	(a)	★(b)	★(b)	★	★	★	★	...	★
New Hampshire	★	★	...	...	★	★	...	...	...	★
New Jersey	★	★	...	...	★	...	...	★	...	★
New Mexico	...	...	...	...	★	...	...	...	...	★
New York	★	...	...	★	★	...	...	...	...	★
North Carolina	...	...	...	...	...	...	...	...	...	★
North Dakota	...	...	...	...	...	...	...	...	...	★
Ohio	★	★	...	...	★	...	...	...	...	★
Oklahoma	...	...	...	...	...	...	...	...	...	★
Oregon	...	...	...	...	★	★	...	...	★	★
Pennsylvania	★	★	...	...	★	...	...	...	...	...
Rhode Island	★	★	...	...	★	★	★	...	...	★
South Carolina	...	...	...	...	...	...	...	...	...	★
South Dakota	...	...	...	...	★	★	...	...	...	★
Tennessee	...	...	...	...	...	...	...	...	...	★
Texas	...	...	...	...	...	...	...	...	...	...
Utah	...	...	...	...	...	...	...	...	...	...
Vermont	★	...	...	...	★	★	...	...	...	★
Virginia	...	...	...	...	...	...	...	...	...	★
Washington	...	...	...	...	★	...	...	...	★	★
West Virginia	...	...	...	...	★	★	...	...	...	...
Wisconsin	...	...	...	...	...	...	...	...	...	★
Wyoming	...	...	...	...	★	...	...	...	...	★

Source: Public Gaming Research Institute, Rockville, Md.
★ —Legalized and operative.
● —Legalized but not now operative.

(a) Keno.
(b) Operated by bookmakers licensed by state.

THE LEGAL STATUS OF WOMEN

by John H. Galvin and Ethel Mendelsohn*

THE SURGE OF INTEREST in the status of women generated during the 1960s resulted in substantial changes in federal and state law during the 1970s. Efforts to secure ratification of the Equal Rights Amendment have been in the limelight. On another level, the emphasis on equality and individual rights has significantly affected public policy in several areas, including credit, domestic violence, housing, marriage, divorce, alimony, cohabitation without marriage, rape, and abortion. Most of the changes have occurred in the brief span of 10 years and are part of a worldwide trend most evident in the industrialized nations of the free world.

Although some of the changes have sparked considerable controversy, it appears that the trend will continue into the 1980s, with increased focus on the reform of state laws affecting marital property and a redefinition of women's role in the family in keeping with the principle of equality.

At a conference on the future of the family in late 1979, feminist leader Betty Friedan emphasized the need for American society to find better ways to integrate family responsibilities with labor market activities.[1] She pointed out that "impersonal economic forces and dehumanizing government policies" have contributed to the breakdown of families. She urged women to reject the idea that they must become antifamily in order to participate equally in society.

Other speakers urged reform of property laws to reflect the partnership concept of marriage, broader legal recognition of premarital and midmarital economic contracts, and more frequent awards of joint custody of children in divorce cases. Laws governing this area are at the state level.

The long-heralded White House Conference on Families is scheduled for mid-1980, with regional conferences in Baltimore, Minneapolis, and Los Angeles. State meetings will precede the regional conferences to select delegates and to prepare recommendations. A broad range of issues will be addressed, including the needs of single-parent families. The recommendations of the conference will undoubtedly be of interest to state policymakers.

Equal Rights Amendment

Federal

"Equality of rights under the law shall not be denied or abridged by the United States or by any State on account of sex." This is the basic statement of the proposed Equal Rights Amendment which was overwhelmingly approved by both houses of the 92nd Congress (1971-72). By the end of 1977, 35 of the required 38 states had approved the proposed 27th Amendment to the Constitution.[2] None has done so during the biennium.

---

*The authors are in the Branch of Legislative Analysis, Women's Bureau, U.S. Department of Labor.

The congressional resolution that proposed the amendment set March 22, 1979, as the date by which the required three fourths of the state legislatures should ratify. In August 1978, the House of Representatives voted a 39-month extension of the original deadline to June 30, 1982. In October 1978, the Senate voted its approval of the extension.

State

Seventeen states have equal rights provisions in their constitutions. The original constitutions of Wyoming (1890) and Utah (1896) contained such provisions. During the 1970s, 15 other states amended their constitutions to include equal rights provisions.[3] Also, the Iowa legislature has adopted a proposed equal rights amendment which will be submitted to the voters in November 1980.

Women in Public Service

Increasingly, women are seeking and winning public office, particularly at the state and local levels. Since election to state and local office is considered a springboard to national office, the steadily growing number of women achieving such positions improves the prospects of more women moving into the national political area in the 1980s.

In November 1978, 1,348 women were major party candidates for state legislatures. At present, more than 10 percent of all state legislators are women as compared to 4.1 percent in 1969.

Ella Grasso (Connecticut) and Dixy Lee Ray (Washington), the only women ever elected to the office in their own right, are currently serving as governors of those states. Other women have held the office by succeeding their husbands. In 1978, a record was set with the election of four new women lieutenant governors, which increased the number of women holding this post to six.

At the federal level, 17 women hold seats in the 96th Congress (1979-80). The 95th Congress (1977-78) and the 87th (1961-62) each had 20 women members, the highest number to date. In 1979, Nancy Kassebaum of Kansas became the first woman to enter the Senate without previously serving in the House of Representatives or without being appointed to fill the unexpired term of a man, and the first woman elected to what had been an all-male Senate since the 1972 retirement of Margaret Chase Smith. (In 1978, Muriel Humphrey and Maryon Allen were both appointed to serve out their deceased husbands' unexpired Senate terms. Mrs. Humphrey did not run for reelection; Mrs. Allen was defeated in her bid for reelection.)

In early 1979, 110 women were serving as state appellate court judges and 11 were on the federal bench. By late 1979, 20 women (including four blacks) had been included among those nominated to fill the 152 new federal judgeships authorized by the 1978 Omnibus Judgeship Act—117 new district court judgeships and 35 additional circuit court of appeals seats. As of January 1980, 33 of the 632 federal judiciary are women. No woman has ever served on the U.S. Supreme Court.

There are 468 women currently holding high-level posts in the federal government, according to White House sources. At the cabinet level, Patricia Roberts Harris, the present Secretary of Health and Human Services (formerly the Department of Health, Education, and Welfare) served earlier in the administration as Secretary of Housing and Urban Development. Shirley Hufstedler, former federal circuit court judge, has been named Secretary of the newly established Department of Education. (Until late 1979, Juanita Kreps served as Secretary of Commerce.)

For the first time in the history of a major political party, the rules of the Democratic Convention require that one half of all 1980 convention delegates must be women. The Republican Party has also committed itself to ensure equal representation of women in state delegations. These new requirements should given women unprecedented opportunities to have their views reflected in party platforms.

Credit

During the biennium, there has been little change in state credit laws, perhaps because of comprehensive legislation at the federal level. By December 1979, at least 40 states,[4] the District of Columbia, and numerous municipalities had legislation or regulations expressly prohibiting credit discrimination on the basis of sex or marital status. In some jurisdictions, credit discrimination is barred by omnibus human rights laws, ordinances, or regulations.

The Federal Equal Credit Opportunity Act of 1974, as amended, prohibits discrimination against any creditworthy applicant in any credit transaction on the basis of sex, marital status, race, color, religion, national origin, or age; because an applicant's income derives from public assistance; or because an applicant has exercised any rights under the federal Consumer Protection Act. The law applies to mortgage financing as well as consumer and commercial credit and governs the practices of commercial banks, savings and loan associations, credit unions, and other businesses that regularly grant credit, such as retail stores, travel and entertainment card companies, oil companies, common carriers, and securities brokers.

In order to ensure that married women will have credit histories in their own names, information on joint credit accounts opened after November 1, 1976, must be reported to credit bureaus in the names of both spouses when both use or are liable for payment of the account. Creditors are also required to state in writing the reason for denial or revocation of credit privileges, upon request. Enforcement of the law is delegated to the particular federal regulatory agency that has supervision over each class of credit. For example, the Comptroller of Currency handles complaints against national banks. The Federal Trade Commission has jurisdiction over retail credit and any other class of credit not supervised by a specified agency. The law authorizes private suits in federal district courts. Creditors may be liable for actual damages, attorney's fees, and punitive damages up to $10,000. Class-action suits and injunctive relief are also authorized. Complainants have the option of either filing a complaint with the federal agency which regulates the creditor, filing a suit under federal law, or pursuing remedies under state or local laws, whichever is most advantageous.

Housing

Women's access to housing credit is the focus of a two-year Department of Housing and Urban Development (HUD) program launched in early 1979. The new Women and Mortgage Credit Project is intended to inform women of their rights under the Fair Housing Act as well as the Equal Credit Opportunity Act; to educate women on the mortgage market and by that means facilitate informed decisions about housing and credit needs; and to study the nature and extent of sex discrimination in mortgage lending in order to eliminate unlawfull practices in the industry.

During 1980, HUD will conduct special workshops for women in 16 cities[5] as well as an awareness campaign for the lending industry to inform each group of their respective rights, responsibilities, and opportunities in terms of homeownership and housing finance. The cities selected as workshop sites reflect geographical, housing market, and ethnic/racial/economic diversity. In Los Angeles, Miami, New York, and San Antonio, sessions will be offered in both Spanish and English. In other locations, sessions will be geared to the housing problems of black and Asian women.

HUD is also charged with overall administration of the Fair Housing Act, which prohibits discrimination on the basis of sex, race, color, religion, and national origin in the rental, sale, and financing of housing and in the provision of brokerage services. By the end of 1979, 36 states,[6] the District of Columbia, and numerous cities and counties throughout the country had enacted fair housing statutes as well. All but seven[7] of these are considered by HUD as having statutes substantially equivalent to the federal Fair Housing Act. For those states which do have substantial equivalency status, the federal law requires that complaints filed with HUD be referred to the states for possible resolution before any action is taken by HUD.

Abortion

In the seven years since the 1973 U.S. Supreme Court decision legalizing abortion, American society has become increasingly polarized on the issue. Well-organized groups on both sides of the issue are actively promoting their views. A number of constitutional amendments outlawing abortion have been proposed in Congress and at least 15 state legislatures[8] have passed resolutions calling for a constitutional convention to consider the issue. During the past few years, considerable controversy has surrounded public financing of nontherapeutic abortions.

On June 20, 1977, the Supreme Court ruled that the states have neither a constitutional nor a statutory obligation under Medicaid to provide nontherapeutic abortions for indigent women or access to public facilities for the performance of such abortions.[9] Conflict between the House and Senate over federal funding of abortions held up for several weeks the appropriation bill for the U.S. Department of Labor and HEW for fiscal 1978, 1979, and 1980. Under the most recent legislation, federal funding of abortion is permitted only when the life of the mother would be endangered and for victims of rape or incest, provided the incidents have been reported promptly to a law enforcement agency or public health service. Although the states may use their own revenues for nontherapeutic abortion, six states follow the federal criteria;[10] 22 jurisdictions have no restrictions;[11] 15 states follow the federal criteria but also permit abortion when severe damage to physical health would result;[12] and seven states provide funding only when the life of the mother is endangered.[13] Federal restrictions also apply to military personnel and Peace Corps volunteers.

In early 1978, the city of Akron, Ohio, made national news by enacting an ordinance imposing various restrictions and regulations on providers of abortions, including "informed" consent, parental consent, or notification of parents (for minors), and a 24-hour waiting period. Although the ordinance became a prototype for 20 or more laws throughout the United States, all were in litigation at the end of 1979. The Supreme Court has ruled that an absolute requirement of parental consent is unconstitutional.[14]

Legal challenges to Medicaid and other restrictions on abortion are in process and additional Supreme Court rulings are expected during 1980.[15]

Commissions on the Status of Women

As advisory bodies to state and local governments, Commissions on the Status of

Women play a significant role in identifying the needs of women and making recommendations for their full participation in all phases of American life. During the past two years, commissions have reported participation in a wide range of projects, including activities related to the ratification of the Equal Rights Amendment, promotion of legislation to provide shelters for battered women and to change the rules of evidence in rape cases, publications concerning the effects of divorce and property laws on women, and sponsorship of workshops on nontraditional occupations for women.

By the end of 1979, there were more than 175 commissions nationwide. The National Association of Commissions for Women, founded in 1970, has a membership of more than 50 state, county, and municipal commissions.

Domestic Violence

States continued their efforts to increase the responsiveness of their judicial, law enforcement, and social services systems to the problem of domestic violence. During 1978-79, more than one half of the states adopted, revised, or had pending legislation dealing specifically with this problem.[16] Recent state laws have sought to provide such alternatives as restraint of the offending spouse, temporary living quarters for the battered spouse, family assistance when there are small children, and eviction of the offending spouse from jointly maintained living quarters.

During 1978, Michigan appropriated $500,000 for the establishment of shelters, Nebraska provided for mandatory counseling as a condition of probation for a defendant/abuser, and Massachusetts defined "abuse" to include involuntary sexual relations. In 1979, Washington amended its code by appropriating $1 million to establish shelter services, Maine provided for relief in the form of a protection order which may include division of personal property, and Ohio established a $10 marriage license surcharge to provide financial assistance to shelters for domestic violence victims.

In 1978, a class-action suit by 11 battered wives against the New York City police department was settled by a consent decree providing that abusive husbands would be arrested when their wives so requested. A similar suit charged the office of the district attorney of Cleveland, Ohio, with denying women equal protection of the law by not prosecuting abusive husbands. The suit resulted in a consent decree ordering prosecutors to change their policies in domestic violence cases. A third class-action suit, still pending, charged the Oakland, California, police department with illegal conduct because it discouraged arrests in domestic violence cases. Settlement favorable to the plaintiffs is expected.

At the federal level, proposed legislation to fund services for domestic violence victims is currently pending in Congress.

Sexual Assault

Until recently, the crime of forcible rape and its consequences received little national attention. Within the past few years there has been widespread interest in improving the medical and psychiatric treatment of victims and their aggressors and in revision of law enforcement techniques. In response to growing public concern for the rape victim, many communities have established rape-crisis information centers with emergency telephone facilities. Many police departments now have sex crime squads with specially trained women officers who work with rape victims.

Critics of rape laws usually call for modifications in four areas: definition of the offense, evidentiary practices used in rape cases, sentencing, and law enforcement treatment of the victims. Most offensive to women has been the traditional requirement for corroboration (not required for other crimes) and the cross-examination of the victim regarding her sex life. In the past few years, nearly every state has enacted some legislation in this area. The revised statutes of Michigan, Minnesota, New Jersey, and Washington are of special interest to researchers because of their comprehensive nature.

In 1975, Congress established the National Center for the Prevention and Control of Rape at the National Institute of Mental Health in Washington, D.C.

Marriage

During the biennium, there were relatively few changes in marriage laws. Idaho no longer requires a medical examination for venereal diseases but does require proof of rubella immunity. Nebraska has equalized the age for marriage with parental consent at 17. New Hampshire passed a statute to discourage residents from marrying out of state to evade New Hampshire laws. Another statute requires blood tests to be made within 30 days of intended date of marriage. A 1979 Oregon statute provides that a marriage license shall be effective three days after the application for the license is signed and that the license shall remain valid for 30 days after the effective date. The waiting period before issuance of the license is no longer required.

Forty-seven states and the District of Columbia have equalized age requirements for marriage without parental consent at 18 years for both sexes. In Nebraska and Wyoming both parties must be 19 years old, and in Mississippi and Puerto Rico both must be 21 years of age. In Georgia, parental consent is not required at any age if the woman is pregnant or has a living child.

By the end of 1979, 35 jurisdictions[17] had equalized the age at which males and females could marry with parental consent, Nebraska having done so during the biennium. In Kentucky and West Virginia, there is no minimum age for marriage with parental consent. In Michigan, there is no statutory provision for the marriage of males with parental consent, although women may do so at age 16.

Divorce

Forty-seven states, the District of Columbia, and Puerto Rico now have "no-fault" provisions in their divorce laws; only Illinois, Pennsylvania, and South Dakota do not.

During the biennium, California enacted a statute providing for an expedited procedure when no minor children are involved in the divorce and the parties have agreed upon a property settlement. Illinois revised its divorce law but did not add a "no-fault" provision. Rhode Island and Tennessee added a "marriage breakdown" provision to their statutes, which had previously been classified in the "no-fault" category on other grounds. Rhode Island also reduced its residency requirement to one year.

Although the divorce rate in the United States has more than doubled since 1965, there is some indication that it is leveling off. Nevertheless, there is growing concern among men and women over the lack of protection under "no-fault" divorce statutes. Public officials and other observers are also concerned about the welfare of the children of divorced parents and the problems facing single-parent families—mostly headed by women. Greater use of joint custody provisions is being advocated as one means of relieving pressures on single-parent mothers and providing the children and the fathers with more satisfying family experiences.

In the past few years, several jurisdictions—notably Maryland, Wisconsin, and the District of Columbia—have revised their laws to provide for a more equitable division of property and assets between the divorcing spouses. Observers anticipate that this trend will continue and will eventually merge with efforts to reform marital property laws generally along more equitable lines. An example of the trend can be found in a 1979 Massachusetts law equalizing the rights of husbands and wives in property held as "tenants by the entirety." The spouses are now equally entitled to rents, income, or profits, and to the control, management, and possession of property so held.

In March 1979, the U.S. Supreme Court ruled unconstitutional an Alabama statute which provided that husbands, but not wives, may be required to pay alimony upon divorce.[18]

Cohabitation without Marriage

The March 1977 Current Population Survey revealed that nearly 2 million adults were "living together," up from 1 million in 1970. For many, "living together" is an alternative or a prelude to marriage rather than an inability to marry because of economic or legal impediments. The American experience in this area is consistent with trends in other western nations, especially England, France, Germany, and the Scandinavian countries. Many observers have been concerned over the lack of legal protection for persons entering into these arrangements and for the children of these unions.

In 1976, the California high court, in the case of *Marvin* v. *Marvin*, ruled that there could be either an express or implied in-fact agreement regarding property between two parties who are cohabitating without marriage. There being no written agreement in the *Marvin* case, the appellate court sent the case back to the trial court to determine the terms of the agreement "implied in fact." In April 1979, the trial court awarded Michele Triola Marvin $104,000 for "rehabilitative purposes." The award was only a fraction of the $1.8 million she asked for. Both sides claimed victory.

Footnotes

1. The conference, sponsored by the National Organization for Women's Legal Defense and Education Fund, was held in New York City on November 19, 1979.

2. The 15 states which have not ratified the proposed amendment are Alabama, Arizona, Arkansas, Florida, Georgia, Illinois, Louisiana, Mississippi, Missouri, Nevada, North Carolina, Oklahoma, South Carolina, Utah, and Virginia.

3. Alaska, Colorado, Connecticut, Hawaii, Illinois, Louisiana, Maryland, Massachusetts, Montana, New Hampshire, New Mexico, Pennsylvania, Texas, Virginia, and Washington.

4. Alaska, Arkansas, California, Colorado, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nevada, New Jersey, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, and Wisconsin.

5. Atlanta, Ga.; Baltimore, Md.; Boston, Mass.; Dallas, Texas; Dayton, Ohio; Denver, Colo.; Detroit, Mich.; Houston, Texas; Knoxville, Tenn.; Los Angeles, Calif.; Miami, Fla.; New York, N.Y.; Portland, Ore.; Providence, R.I.; San Antonio, Texas; and Washington, D.C.

6. Alaska, California, Colorado, Connecticut, Delaware, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, Ohio, Oregon, Pennsylvania, Rhode Island, South Dakota, Vermont, Virginia, Washington, West Virginia, and Wisconsin.

7. Georgia, Hawaii, Idaho, Illinois, Missouri, Montana, and Vermont.

8. Arkansas, Delaware, Indiana, Kentucky, Louisiana, Massachusetts, Mississippi, Missouri, Nebraska, Nevada, New Jersey, Pennsylvania, Rhode Island, South Dakota, and Utah.

9. *Beal* v. *Doe*, 432 U.S. 438 (1977); *Maher* v. *Doe*, 432 U.S. 526 (1977); and *Poelker* v. *Doe*, 432 U.S. 519 (1977).

10. Iowa, Kansas, Massachusetts, Missouri, New Mexico, and Utah.

11. Alaska, California, Colorado, Connecticut, Georgia, Hawaii, Illinois, Louisiana, Maryland, Michigan, Minnesota, New Jersey, New York, North Carolina, Ohio, Oregon, Pennsylvania, Virginia, Washington, West Virginia, Wisconsin, and the District of Columbia.

12. Alabama, Arkansas, Delaware, Florida, Idaho, Maine, Mississippi, Montana, Nevada, New Hampshire, Oklahoma, South Carolina, Tennessee, Texas, and Vermont.

13. Indiana, Kentucky, Nebraska, North Dakota, Rhode Island, South Dakota, and Wyoming.

14. *Planned Parenthood* v. *Danforth*, 428 U.S. 52 (1976).

15. On January 15, 1980, the U.S. District Court for Eastern New York ruled that restrictions on Medicaid funds for nontherapeutic abortions are unconstitutional. In February, the U.S. Supreme Court declined to stay the district court order pending a final decision in the case (*Harris* v. *McRae*, Case No. 79-1268).

16. Colorado, Florida, Hawaii, Iowa, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Pennsylvania, Rhode Island, Texas, Utah, Virginia, Washington, West Virginia, and Wisconsin.

17. Alaska, Arizona, Colorado, Connecticut, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Missouri, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin and the District of Columbia.

18. *Orr* v. *Orr*, 440 U.S. 268 (1979).

DIVORCE LAWS AS OF DECEMBER 31, 1979*

		"No fault" divorce (a)			*"Traditional" grounds for absolute divorce(b)*					
State or other jurisdiction	*State residence required before filing suit(c)*	*Marriage breakdown (d)*	*Separation*	*Prior decree of limited divorce*	*Adultery*	*Mental and/or physical cruelty*	*Desertion*	*Alcoholism and/or drug addiction*	*Impotency*	*Nonsupport by husband*
Alabama	6 mos. (g)	★	2 yrs.(h)	2 yrs.	★	. . .	1 yr.	★	★	★
Alaska	. . .	★	. . .	. . .	★	★	1 yr.	★	★	★
Arizona	90 days	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Arkansas	60 days(k)	. . .	3 yrs.	. . .	★	★	1 yr.	★	★	★(l)
California	(m)	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Colorado	90 days	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Connecticut	1 yr.(o)	★	18 mos.	. . .	★	★	1 yr.	★	. . .	. . .
Delaware	6 mos.	★(q)	. . .	. . .	(q)	(q)	(q)	(q)	. . .	. . .
Florida	6 mos.	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Georgia	6 mos.	★	. . .	. . .	★	★	1 yr.	★	★	. . .
Hawaii	3 mos.	★	2 yrs.(h)	★(v)	. . .	. . .	. . .	. . .	. . .	. . .
Idaho	6 wks.	★	5 yrs.	. . .	★	★	★	★	. . .	★
Illinois	90 days	. . .	. . .	. . .	★	★	1 yr.	2 yrs.	★	. . .
Indiana	6 mos.	★	. . .	. . .	. . .	. . .	. . .	. . .	★	. . .
Iowa	1 yr.	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Kansas	60 days	★	. . .	. . .	★	★	1 yr.	★	. . .	★
Kentucky	180 days(y)	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Louisiana	(z)	. . .	1 yr.	1 yr.	★	. . .	. . .	. . .	. . .	. . .
Maine	6 mos.(o)	★	. . .	. . .	★	★	3 yrs.	★	★	★
Maryland	(ab)	. . .	(ac)	. . .	★	. . .	1 yr.	. . .	★	. . .
Massachusetts	(ae)	★	. . .	. . .	★	★	1 yr.	★	★	★
Michigan	180 days(o)	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Minnesota	180 days(o)	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Mississippi	1 yr.	★	. . .	. . .	★	★	1 yr.	★	★	. . .
Missouri	90 days	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Montana	90 days	★	180 days	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Nebraska	1 yr.	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Nevada	6 wks.(o)	★	1 yr.(u)	. . .	. . .	. . .	. . .	. . .	. . .	. . .
New Hampshire	1 yr.(o)	★	. . .	. . .	★	★	2 yrs.	★	★	★
New Jersey	1 yr.	. . .	18 mos.	. . .	★	★	1 yr.	★	. . .	. . .
New Mexico	6 mos.	★	. . .	. . .	★	★	★	. . .	. . .	. . .
New York	1 yr.(o)	. . .	1 yr.(h)	. . .	★	★	1 yr.	. . .	(ak)	(al)
North Carolina	6 mos.	. . .	1 yr.	. . .	★	. . .	. . .	. . .	★	. . .
North Dakota	1 yr.	★	. . .	1 yr.	★	★	1 yr.	★	★	★(l)
Ohio	6 mos.	★(am)	. . .	★	★	1 yr.	★	★	★	★(l)
Oklahoma	6 mos.(ao)	★	. . .	. . .	★	★	1 yr.	★	★	★(l)
Oregon	6 mos.	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Pennsylvania	1 yr.	. . .	. . .	. . .	★	★	2 yrs.	. . .	★	. . .
Rhode Island	1 yr.	★	3 yrs.	. . .	★	★	5 yrs.(ar)	★	★	★
South Carolina	3 mos. (au)	. . .	1 yr.	. . .	★	★	1 yr.	★	. . .	. . .
South Dakota	. . .	. . .	. . .	. . .	★	★	1 yr.	1 yr.	. . .	1 yr.
Tennessee	6 mos.	★	. . .	2 yrs.(u)	★	★	1 yr.	★	★	★
Texas	6 mos.	★	3 yrs.	. . .	★	★	1 yr.	. . .	. . .	. . .
Utah	3 mos.	. . .	3 yrs.(h)	. . .	★	★	1 yr.	★	★	★(l)
Vermont	6 mos.(ax)	. . .	6 mos.	. . .	★	★	★	. . .	. . .	★(l)
Virginia	6 mos.	. . .	1 yr.	(ay)	★	★	1 yr.	. . .	. . .	. . .
Washington	. . .	★	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
West Virginia	1 yr.(o)	. . .	2 yrs.	. . .	★	★	1 yr.	★	. . .	. . .
Wisconsin	6 mos.	★	1 yr.	1 yr.	★	★	1 yr.	1 yr.	. . .	★
Wyoming	60 days(o)	. . .	2 yrs.(az)	. . .	. . .	★	1 yr.	★	★	★
Dist. of Col.	6 mos.	. . .	6 mos.(bc)	★(bd)	. . .	. . .	. . .	. . .	. . .	. . .
Puerto Rico	1 yr.(o)	★(be)	2 yrs.	. . .	★	★	1 yr.	★	★	. . .

---

*Prepared by the Women's Bureau, U.S. Department of Labor, in cooperation with the attorneys general of the states.

(a) "No fault" includes all proceedings where it is not necessary to prove one of the "traditional" grounds for divorce. In some states divorce can be obtained by the agreement of both parties; in others unilaterally.

(b) "Traditional" grounds enacted into English and American law during mid-1800s.

(c) Local residence may also be required.

(d) Expressed in statutes as irremediable or irretrievable breakdown of marriage relationship, irreconcilable differences, incompatibility, marriage unsupportable because of discord, etc.

(e) By another man; unknown to husband.

(f) In contested divorce cases, many lawyers advise no remarriage until time for appeal has passed.

(g) Two years for wife filing on grounds of nonsupport.

(h) Under decree of separate maintenance and/or written separation agreement.

(i) Crime against nature.

(j) Except to each other. In Iowa, court can waive ban.

(k) Three-month residency required before final judgment.

(l) Grounds available to husband also.

(m) No final decree until party is resident for 6 months.

(n) Incurable.

(o) In some cases a lesser period of time may be allowed.

(p) Fraud, force, or duress.

(q) Grounds indicated, along with homosexuality, willful refusal to perform marriage obligations, and contracting venereal disease constitute basis for finding of marriage breakdown.

(r) Mental incompetence.

(s) Parties related by marriage or blood contrary to statute.

(t) Mental incapacity at time of marriage.

(u) In the discretion of the court.

(v) After expiration of term of separation decree.

(w) Loathsome disease.

(x) Attempt on life of spouse by poison or other means showing malice.

(y) No decree until parties have lived apart for 60 days.

(z) Must be permanent residents (domiciliaries) of state and grounds must have occurred in state.

(aa) If remarriage before 301 days, she must present certificate showing pregnancy or nonpregnancy if she has given birth. If pregnant, former spouse presumed to be father.

(ab) 1 year if cause occurred out of state; 2 years for insanity.

(ac) Voluntary living apart for 1 year and no reasonable expectation of reconciliation, or living separate and apart without cohabitation or interruption for 3 years.

DIVORCE LAWS AS OF DECEMBER 31, 1979*—Concluded

State or other jurisdiction	"Traditional" grounds for absolute divorce (b)						Period before parties may remarry after final decree (f)	
	Insanity	Pregnancy at marriage (e)	Bigamy	Unexplained absence	Felony conviction or imprisonment	Other	Plaintiff	Defendant
Alabama	5 yrs.	★	...	...	★	(i)	60 days(j)	60 days(j)
Alaska	18 mos.	...	...	...	★	...	...	...
Arizona	...	...	...	...	...	...	...	...
Arkansas	3 yrs.	...	★	...	★	...	...	...
California	(n)	...	...	...	...	...	...	...
Colorado	...	...	...	...	...	...	...	...
Connecticut	5 yrs.	...	...	7 yrs.	★	(p)	...	...
Delaware	(q)	...	(q)	...	(q)	(q)	...	...
Florida	3 yrs.(r)	...	...	...	...	...	...	...
Georgia	2 yrs.	★	...	...	★	(p,s,t)	(u)	(u)
Hawaii	...	...	...	...	...	...	...	...
Idaho	3 yrs.	...	...	...	★	...	...	...
Illinois	...	...	★	...	★	(w,x)	...	...
Indiana	2 yrs.	...	...	...	★	...	...	...
Iowa	...	...	...	...	...	...	1 yr.(j)	1 yr.(j)
Kansas	3 yrs.	...	...	...	★	...	30 days	30 days
Kentucky	...	...	...	...	...	...	...	...
Louisiana	...	...	...	...	★	...	...	...
Maine	...	...	...	...	...	...	...	...
Maryland	3 yrs.	...	★	...	★	(ad)	...	...
Massachusetts	...	...	...	...	★	...	...	...
Michigan	...	...	...	...	...	...	...	...
Minnesota	...	...	...	...	...	...	6 mos.(j)	6 mos.(j)
Mississippi	3 yrs.	...	★	...	★	(s,af)	...	(ag)
Missouri	...	...	...	...	...	...	...	...
Montana	...	...	...	...	...	...	...	...
Nebraska	...	...	...	...	...	...	...	...
Nevada	2 yrs.	...	...	...	...	...	...	...
New Hampshire	...	...	...	2 yrs.	★	(ah,ai)	...	...
New Jersey	2 yrs.	...	...	...	★	(aj)	...	...
New Mexico	...	...	...	...	...	...	...	...
New York	5 yrs.(ak)	...	...	...	★	...	...	...
North Carolina	3 yrs.	★	...	...	★	(i)	...	...
North Dakota	5 yrs.	...	...	...	★	...	(u)	(u)
Ohio	4 yrs.	...	★	...	★	(p,an)	...	...
Oklahoma	5 yrs.	★	...	...	★	(p,an)	6 mos.	6 mos.
Oregon	...	...	...	...	...	...	60 days	60 days
Pennsylvania	3 yrs.	...	★	...	★	(j,s,ap)	...	(aq)
Rhode Island	...	...	...	★	...	(as,at)	6 mos.	6 mos.
South Carolina	...	...	...	7 yrs.	...	...	...	...
South Dakota	5 yrs.	...	...	...	★	...	...	...
Tennessee	...	...	★	...	★	(x,av)	...	...
Texas	3 yrs.	...	...	...	★	...	30 days(j)	30 days(j)
Utah	(aw)	...	...	...	★	...	...	...
Vermont	5 yrs.	...	...	...	...	...	...	...
Virginia	...	...	...	...	★	...	...	...
Washington	...	...	...	...	...	...	...	...
West Virginia	3 yrs.	...	...	...	★	...	...	...
Wisconsin	1 yr.	...	...	...	★	...	6 mos.	6 mos.
Wyoming	2 yrs.	★	...	...	★	(ba,bb)	...	...
Dist. of Col.	...	...	...	...	...	...	...	...
Puerto Rico	7 yrs.	...	...	10 yrs.	★	(bf)	...	(aa)

(ad) Any cause which renders marriage null and void from the outset.

(ae) One year if grounds occurred outside of Commonwealth.

(af) Insanity or idiocy at time of marriage not known to other party.

(ag) When divorce is granted on grounds of adultery, court may prohibit remarriage. Disability may be removed after 1 year upon satisfactory evidence of reformation.

(ah) Membership in religious sect not believing in marriage.

(ai) Wife out of state 10 years without husband's consent.

(aj) Deviant sexual conduct without consent of spouse.

(ak) Grounds for annulment.

(al) Grounds for separation.

(am) On petition of both spouses, accompanied by separation agreement executed and confirmed by both spouses in court appearance not less than 90 days after filing of petition.

(an) Defendant obtained divorce from plaintiff in another state.

(ao) 5 years for insanity and spouse in out-of-state facility.

(ap) Remarriage after 2 years upon false but well-founded rumor of death of spouse. (If first spouse reappears, he or she may seek divorce for bigamy within 6 months.)

(aq) If divorce is granted for adultery, the guilty party cannot marry the accomplice in adultery during lifetime of former spouse.

(ar) Shorter period in court's discretion.

(as) Void or voidable marriage; in case party is deemed civilly dead from crime or other circumstances, party may be presumed dead.

(at) Gross misbehavior or wickedness.

(au) If both parties residents; 1 year if one is a nonresident.

(av) Refusal by wife to move to state with husband.

(aw) Adjudication of permanent and incurable insanity.

(ax) Two years if grounds are insanity.

(ay) Limited divorce granted on the grounds of cruelty, reasonable apprehension of bodily hurt, willful desertion, or abandonment may be merged into an absolute divorce after 1 year.

(az) Two years separation without material fault by plaintiff.

(ba) Husband guilty of conduct constituting vagrancy.

(bb) Conviction of felony before marriage.

(bc) Voluntary separation; involuntary separation, 1 year.

(bd) Granted for 6 months voluntary separation, 1 year involuntary separation, adultery, or cruelty.

(be) By mutual consent.

(bf) Attempt by either parent to corrupt son or prostitute daughter, or proposal by husband to prostitute wife.

MARRIAGE LAWS AS OF DECEMBER 31, 1979*

	Age at which marriage can be contracted without parental consent		Age at which marriage can be contracted with parental consent		Blood tests & other medical requirements		Waiting period		Common law marriage	
State or other jurisdiction	Male	Female	Male	Female	Maximum period between examination & issuance of license (days)	Scope of medical inquiry	Before issuance of license	After issuance of license	May be contracted in state but not valid if attempted after date shown	Recognized if valid at time & place where contracted
Alabama	18	18	17(a)	14(a)	30	(b)	...	...	Yes	Yes
Alaska	18	18	16(c)	16(c)	30	(b)	3 da.	...	1/1/64	Yes
Arizona	18	18	16(c)	16(c)	30	(b)	(d)	...	No	Yes(e)
Arkansas	18	18	17(c)	16(c)	30	(b)	3 da.	...	No	Yes
California	18	18	18(a,c)	16(a,c)	30	(b,f,g,h)	...	...	1895	Yes
Colorado	18	18	16(c)	16(c)	30	(b,g,i)	...	...	Yes	Yes
Connecticut	18	18	16(c)	16(c)	35	(b)	4 da.	...	No	(j)
Delaware	18	18	18(c)	16(c)	30	(b)	...	(k)	No	Yes(e)
Florida	18	18	16(a,c)	16(a,c)	30	(b)	3 da.	...	1/1/68	Yes
Georgia	18(l)	18(l)	16(c,l)	16(c,l)	30	(b,f)	3 da.(m)	...	Yes	Yes
Hawaii	18	18	16	16(c)	30	(b,g)	...	...	(n)	Yes
Idaho	18	18	16(c)	16(c)	...	(g)	(o)	...	Yes	Yes
Illinois	18	18	16(c)	16(c)	15	(b,f)	3 da.	...	6/30/05	(e,j)
Indiana	18	18	17(c)	17(c)	30	(b,f)	3 da.	...	1/1/58	(e,j)
Iowa	18	18	16	16	20	(b)	3 da.	...	Yes	Yes
Kansas	18	18	18(c)	18(c)	30	(b)	3 da.	...	Yes(p)	Yes
Kentucky	18	18	(a,q)	(a,q)	15	(b,f)	3 da.	...	(n)	Yes
Louisiana	18	18	18(c)	16(c)	10	(b)	...	72 hrs.	(n)	(j)
Maine	18	18	16(c)	16(c)	60	(b)	5 da.	...	(j)	(j)
Maryland	18	18	16(c)	16(c)	...	...	48 hrs.	...	No	Yes
Massachusetts	18	18	18(c)	18(c)	30	(b,g)	3 da.	...	No	Yes(e)
Michigan	18	18	(r)	16	33	(b)	3 da.	...	1/1/57	Yes
Minnesota	18	18	18	16(s)	...	...	5 da.	...	4/26/41	Yes
Mississippi	21	21	17(c)	15(c)	30	(b)	3 da.	...	4/5/56	(j)
Missouri	18	18	15(c)	15(c)	15	(b)	3 da.	...	3/3/21	(j)
Montana	18	18	18(c)	18(c)	20	(b)	5 da.	3 da	Yes	Yes
Nebraska	19	19	17	17	30	(b,g)	2 da.	...	1923	Yes
Nevada	18	18	16(a,c)	16(a,c)	...	...	...	...	3/29/43	Yes
New Hampshire	18	18	14(s)	13(s)	30(t)	(b)	3 da.	...	No	Yes(e)
New Jersey	18	18	16(c)	16(c)	30	(b)	72 hrs.	...	1/12/39	Yes
New Mexico	18	18	16(c)	16(c)	30	(b)	72 hrs.	...	No	Yes
New York	18	18	16	14(u)	30	(b,f)	...	24 da.(v)	4/29/33	Yes
North Carolina	18	18	16	16(c)	30	(b,g,w,x)	...	...	No	Yes
North Dakota	18	18	16	16	30	(b,y)	...	...	No	Yes(e)
Ohio	18	18	18(c)	16(c)	30	(b)	5 da.	...	Yes	Yes
Oklahoma	18	18	16(c)	16(c)	30	(b)	(o)	...	Yes	Yes
Oregon	18	18	17	17	30	(b)	...	(z)	No	Yes
Pennsylvania	18	18	16(c)	16(c)	30	(b,aa)	3 da.	...	Yes	Yes
Rhode Island	18	18	18(c)	16(c)	40	(b,g,x)	...	...	Yes	(j)
South Carolina	18	18	16(c)	14(c)	...	...	24 hrs.	...	Yes	Yes
South Dakota	18	18	16(c)	16(c)	20	(b)	...	...	7/1/59	(j)
Tennessee	18	18	16(c)	16(c)	30	(b)	3 da.(ab)	...	No	Yes
Texas	18	18	14(c)	14(c)	21	(b)	...	...	Yes	Yes
Utah	18	18	16(a)	14(a)	30	(b)	...	...	No	Yes
Vermont	18	18	16(c)	16(c)	30	(b)	...	5 da.	No	(j)
Virginia	18	18	16(a,c)	16(a,c)	30	(b)	...	...	1631	Yes
Washington	18	18	17(c)	17(c)	...	(b,x,ac)	3 da.	...	No	Yes
West Virginia	18	18	(q)	(q)	30	(b)	3 da.	...	No	Yes
Wisconsin	18	18	16	16	20	(b)	5 da.	...	1913	(j)
Wyoming	19	19	17(c)	16(c)	30	(b)	...	...	No	Yes
Dist. of Col.	18	18	16(a)	16(a)	30	(b)	3 da.	...	Yes	Yes
Puerto Rico	21	21	18(c)	16(c)	10(ad)	(b,ac)	...	...	No	(e,j)

---

*Prepared by the Women's Bureau, U.S. Department of Labor, with the assistance of the attorneys general of the states.

(a) Parental consent not required if previously married.

(b) Venereal diseases.

(c) Legal procedure for younger persons to obtain license.

(d) Blood test must be on record at least 48 hours before issuance of license.

(e) If permanent residents (domiciliaries) attempt to contract a common law marriage in another state, such marriage is not valid in state where domiciled.

(f) Sickle cell anemia.

(g) Rubella immunity.

(h) Tay-Sachs disease.

(i) Rh factor.

(j) Legal status uncertain; will probably recognize marriage if valid where contracted.

(k) Residents, 24 hours; nonresidents, 96 hours.

(l) Parental consent is not needed regardless of age in cases of pregnancy or when couple has a living child born out of wedlock.

(m) Unless parties are 18 years of age or over, or woman is pregnant, or applicants are the parents of a living child born out of wedlock.

(n) Generally no, but may be recognized for limited purposes, e.g., legitimacy of children, workers' compensation benefits, etc.

(o) Three days if parties are under 18 years of age.

(p) However, contracting such a marriage is a misdemeanor.

(q) No minimum age.

(r) No provision in the law for parental consent for males.

(s) Permission of judge also required.

(t) Maximum period between blood test and date of intended marriage.

(u) If under 16 years of age, consent of family court judge also required.

(v) However, marriage may not be solemnized within 3 days of date on which specimen for blood test was taken.

(w) Mental competence.

(x) Tuberculosis.

(y) Some marriages prohibited if a party is severely retarded.

(z) License valid 3 days after application signed and valid for 30 days thereafter.

(aa) Court order needed if party is weakminded, insane, or of unsound mind.

(ab) May be waived if certain conditions are met.

(ac) Affidavit of mental competence required. Also, no epilepsy in Puerto Rico.

(ad) Maximum time from blood test to expiration of license.

UNIFORM STATE LAWS

By John M. McCabe*

IN 1978 AND 1979, the National Conference of Commissioners on Uniform State Laws (NCCUSL) completed eight uniform and model acts. Included are the monumental Model Sentencing and Corrections Act and the continuation of the NCCUSL land transactions project in the Uniform Real Estate Time-Share Act.

The latest uniform and model acts are summarized here.

1. ***Model Sentencing and Corrections Act.*** This act provides for the sentencing of persons convicted of crime, for the administration of a state correctional system, including considerations of prisoners' rights, and for victim's assistance programs. A determinate, punitive model of sentencing replaces the usual indeterminate system. Sentencing guidelines govern the actual sentence and are based upon the appropriate punishment for the crime. No parole is available to a confined person. All aspects of correctional administration, including local jail administration, are unified under a single state department of corrections. The only exceptions are the offices of legal services and of the correctional mediator. A victim's assistance program is provided, including aid in obtaining financial and medical assistance. The Uniform Crime Victim's Reparations Act is also incorporated as part of the model act.

2. ***Uniform Brain Death Act.*** Simply stated, this act provides that irreversible cessation of brain function, including the brain stem, is death. The concept of brain death, thus, complements the traditional definition based upon cessation of circulation and respiration.

3. ***Uniform Federal Lien Registration Act.*** This act provides for the filing of all liens established under federal law. Liens on real property are to be filed in the locality. Liens on personalty are to be filed in the domicile of lien debtors or with the secretary of state for corporations and partnerships. The act replaces the Federal Tax Lien Registration Act, which applied only to tax liens.

4. ***Uniform Audio-Visual Deposition Act.*** Stenographic record of depositions has been the only allowed means for keeping the record. Following recent developments in technology, this act authorizes the recording of depositions with audiotape and videotape, and provides an appropriate procedure. Videotapes and audiotapes used for depositions have the same legal status as stenographically derived transcripts.

5. ***Uniform Real Estate Time-Share Act.*** A time share is a new kind of interest in real estate, particularly associated with recreational real estate development. It is characterized by a right of occupation of given premises for identifiable, separated periods of time over a total time span of at least five years. A typical time share would provide a right to occupy an identifiable apartment in a beach resort on Maui for the first two weeks in August of every year for the next 20 years. If it is based on an estate in land, it is called a time-share "estate"; otherwise, it is a "license." The uniform act provides for the creation,

---

*Mr. McCabe is Legislative Director, National Conference of Commissioners on Uniform State Laws.

management, and termination of time-share developments. A time-share instrument with essential descriptive information creates a time-share development. Management may be by the developer, a manager contracted to the developer, or an owners' association. Time-share owners have the power of initiative, referendum, and recall to redress management error. Buyer protection provisions include disclosure of all terms of sale in a public offering statement, and both express and implied warranties of sale. The act contains an optional article establishing an administrative agency for the regulation of time-share developments.

6. ***Uniform Metric System Procedures Act.*** The act establishes an agency to convert all references in state law to the metric system and to coordinate the introduction of metric system weights and measures into the operations and procedures of other state agencies. It is mandated to accomplish conversion in an orderly fashion on a long-term basis. The agency has the responsibility to work out educational activities to teach the metric system. A citizens' advisory council is also established to assist the agency. No individual is forced by this act to use metric weights and measures; neither does it commit the state to a policy of total conversion. It merely provides the means to convert as and when state government finds it convenient and good policy to do so.

7. ***Uniform Trade Secrets Act.*** This act codifies and clarifies common law remedies for misappropriation of trade secrets. A trade secret is information, no matter how designated, not generally known and of economic value. It is information which a person or persons particularly try to keep secret. This act provides injunctive relief and damages for economic loss if a misappropriation of a trade secret occurs. Misappropriation takes place when a trade secret is acquired or disclosed by "improper means." Malicious misappropriation may give rise to exemplary damages.

8. ***Uniform Durable Power of Attorney Act.*** Durable power of attorney has been a feature of the Uniform Probate Code from its promulgation in 1969. A durable power of attorney is one executed by a principal, which by specific language survives the principal's incompetency. This act amends the Uniform Probate Code provisions, but also may be enacted as a freestanding uniform act. The original durable power of attorney is improved by language for transfer of assets to a later appointed fiduciary and by language for survival of the power after a principal's death, if there is a good faith exercise of the power without knowledge of the death.

Work continues into 1980 on the Uniform Planned Community Act, the final addition to the land transactions project. Other continuing projects include a Uniform Freedom of Information Act, Uniform State Information Practices Act, and Uniform Conservation and Historic Preservation Agreements Act. New projects include a Uniform Consent to Medical Treatment Act and a Uniform Marital Property Act. More details on acts mentioned and on those in the accompanying table are available from NCCUSL, 645 North Michigan Avenue, Suite 510, Chicago, Illinois 60611.

RECORD OF PASSAGE OF UNIFORM ACTS*
As of August 1979

State or other jurisdiction	Partnership (1914)	Limited Partnership (1916) (1976)	Fraudulent Conveyance (1918)	Declaratory Judgments (1922)	Fiduciaries (1922)	Federal Tax Lien Registration (1926) (1966)	Veterans' Guardianship (1928) (1942)	Principal and Income (1931) (1962)	Attendance of Out-of-State Witnesses (1931) (1936)	Criminal Extradition (1926) (1936)	Common Trust Fund (1938) (1952)	Acknowledgement (1939) (1960)	Simultaneous Death (1940) (1953)	Interstate Arbitration of Death Taxes (1943)	Interstate Compromise of Death Taxes (1943)	Enforcement of Foreign Judgments (1948) (1964)	Photographic Copies as Evidence (1949)
Alabama	★	★	...	★	★	...	★	★	...	★	★	...	★	...	...	...	★
Alaska	★	★	...	...	...	★	...	...	●	●	★	...	★	...	...	★	★
Arizona	★	★	★	★	★	●	●	★	●	★	★	●	...	...	...	●	...
Arkansas	★	●	...	★	...	★	●	●	★	★	★	●	●	...	...	★	★
California	★	★	★	...	...	●	●	●	●	●	★	...	★	★	★	...	★
Colorado	★	★	...	★	★	●	●	★	●	●	★	...	●	★	★	●	★
Connecticut	★	●	...	...	...	●	...	●	●	●	...	●	★	★	★	●	★
Delaware	★	★	★	...	...	★	...	...	●	●	...	...	★	...	...	...	★
Florida	★	★	...	★	...	...	★	★	●	●	★	★	★	...	...	...	★
Georgia	...	★	...	★	...	●	★	...	●	●	...	...	●	...	...	...	★
Hawaii	★	★	...	...	★	★	●	●	●	●	★	★	★	...	...	...	★
Idaho	★	★	★	★	★	●	●	●	★	★	★	★	★	...	...	●	★
Illinois	★	★	...	★	★	★	●	★	●	●	★	★	★	...	★	★	...
Indiana	★	★	...	★	★	★	●	●	★	★	...	...	★	...	...	...	...
Iowa	★	★	...	★	...	●	●	...	★	●	●	★	★	...	...	●	★
Kansas	★	★	...	...	...	●	●	●	●	●	★	●	★	...	...	●	★
Kentucky	★	★	...	...	...	★	★	★	●	●	...	...	●	...	...	...	★
Louisiana	...	...	...	★	★	★	●	★	●	●	...	...	...	...	...	...	...
Maine	★	★	...	★	...	...	●	...	●	●	★	...	★	★	★	●	★
Maryland	★	★	★	★	★	●	●	●	●	●	...	●	★	★	★	...	★
Massachusetts	★	★	★	★	...	★	●	...	●	●	●	●	●	★	★	...	★
Michigan	★	★	★	★	...	●	★	●	★	●	★	★	★	★	★	...	...
Minnesota	★	★	★	★	★	●	...	●	●	●	...	★	★	★	★	●	★
Mississippi	★	★	...	...	...	...	★	●	●	...	★	...	★	...	...	...	...
Missouri	★	★	...	★	★	★	●	...	●	●	★	...	●	...	...	★	...
Montana	★	★	★	★	...	●	●	★	●	●	★	★	★	...	...	...	★
Nebraska	★	★	...	★	...	●	●	...	●	●	★	★	★	★	★	★	★
Nevada	★	★	★	★	★	●	★	●	●	●	★	★	★	...	...	●	...
New Hampshire	★	★	★	...	...	●	★	...	●	●	●	●	★	...	★	...	★
New Jersey	★	★	★	★	★	...	★	...	●	●	...	...	★	...	★	...	★
New Mexico	★	★	★	★	★	●	●	●	●	●	★	★	●	...	...	...	★
New York	★	★	★	...	★	★	★	●	●	●	...	...	★	...	★	●	★
North Carolina	★	★	...	★	★	●	★	●	●	●	★	...	★	...	...	...	★
North Dakota	★	★	★	★	...	●	●	●	★	●	...	★	●	...	...	●	★
Ohio	★	★	★	★	★	...	★	...	●	●	●	...	...	...	...	...	...
Oklahoma	★	★	★	★	...	●	●	★	●	●	●	...	●	...	...	●	★
Oregon	★	★	...	★	...	●	...	●	●	●	●	...	●	...	...	●	...
Pennsylvania	★	★	★	★	★	★	...	★	●	●	...	●	★	★	★	●	★
Rhode Island	★	★	...	★	★	★	●	...	★	●	...	...	★	...	...	...	★
South Carolina	★	★	...	★	...	★	★	●	●	...	...	...	★	...	...	...	...
South Dakota	★	★	★	★	★	●	●	...	●	●	★	★	★	...	...	●	★
Tennessee	★	★	★	★	★	★	●	★	●	●	●	...	★	★	★	●	★
Texas	★	★	...	★	...	...	...	★	●	●	★	...	●	...	...	...	...
Utah	★	★	★	★	★	★	●	★	●	●	★	★	★	...	...	...	★
Vermont	★	★	...	★	...	...	●	★	●	★	...	...	★	★	★	...	★
Virginia	★	★	...	★	...	●	...	★	●	●	...	...	★	★	★	...	★
Washington	★	★	★	★	...	...	●	●	●	●	★	★	★	★	★	★	★
West Virginia	★	★	...	★	...	...	★	★	●	●	★	...	★	★	★	...	★
Wisconsin	★	★	★	★	★	★	●	★	●	●	●	●	●	★	...	●	★
Wyoming	★	★	★	★	★	★	★	●	★	★	★	●	★	...	...	●	★
Dist. of Col.	★	★	...	★	★	...	...	...	●	...	★	...	●	...	...	...	...
Puerto Rico	...	...	...	★	...	...	★	...	★	●	...	...	...	...	...	...	...
Virgin Islands	★	★	★	★	★	...	●	...	●	●	...	●	●	...	...	...	★
Total	50	51	25	43	26	40	44	37	52	50	35	26	49	16	19	24	39

---

*Source: Adapted from *Handbook of the National Conference of Commissioners on Uniform State Laws*, which lists all acts promulgated by the conference. The table records state adoptions of acts currently recommended by the conference for adoption by all jurisdictions, including the following not listed which have less than eight adoptions.

Adoption, 1953, 1969 & 1971 (6); Civil Liability for Support, 1954 (5); Supervision of Trustees for Charitable Purposes, 1954 (4); Status of Convicted Persons, 1964 (2); Juvenile Court, 1968 (2); Consumer Sales Practices, 1970 & 1971 (3); Marriage and Divorce, 1970 & 1973 (7); Disposition of Community Property Rights at Death, 1971 (5); Motor Vehicle Accident Reparations, 1972 (0); Public Assembly, 1972 (2); Disclaimer of Property Interests, 1973, 1978 (2); Disclaimer of Transfers by Will, Intestacy, or Appointment, 1973 & 1978 (4); Disclaimer of Transfers under Nontestamentary Instruments, 1973 & 1978 (3); Parentage, 1973 (7); Drug Dependence Treatment and Rehabilitation, 1973 (0); State Antitrust, 1973 (2); Rules of Criminal Procedure, 1974 (0); Eminent Domain Code, 1974 (0); Land Transactions, 1975 & 1977 (0); Class Actions, 1976 (1); Exemptions, 1976 (0); Simplification of Land Transfers, 1976, 1977 (0); Commercial Code—Article 8, 1977 (3); Comparative Fault, 1977 (0); Condominium Act, 1977 (0); International Wills Act, 1977 (1); Survival and Death Act, 1977 (0); Audio-Visual Deposition Act, 1978 (0); Uniform Brain Death Act, 1978 (1); Federal Lien Registration Act, 1978 (5).

●—As amended.

RECORD OF PASSAGE OF UNIFORM ACTS*—Continued
As of August 1979

State or other jurisdiction	Reciprocal Enforcement of Support (1950) (1958) (1968)	Commercial Code (1951) (1957) (1962) (1966)	Disposition of Unclaimed Property (1954 (1966)	Post-Conviction Procedure (1955) (1966)	Arbitration (1956)	Gifts to Minors (1956) (1965) (1966)	Securities (1956) (1958)	Division of Income for Tax Purposes (1957)	Facsimile Signatures of Public Officials (1958)	Mandatory Disposition of Detainers (1958)	Simplification of Fiduciary Security Transfers (1958)	Testamentary Additions to Trusts (1960)	Foreign Money Judgments Recognition (1962)	Trustees' Powers (1964)	Deceptive Trade Practices (1964) (1966)	Certification of Questions of Law (1967)	Rendition of Accused Persons (1967)
Alabama	•	•	★	...	...	•	•	...	...	...	★	★	...	...	...	...	...
Alaska	•	•	...	...	★	•	•	★	...	...	...	★	★	...	...	...	...
Arizona	•	•	★	...	★	★	...	...	...	★	★	★	...	...	...	...	...
Arkansas	•	•	•	...	★	•	•	★	★	...	...	★	...	...	...	...	...
California	•	•	...	...	...	•	...	★	★	...	★	★	★	...	...	...	...
Colorado	•	•	...	...	★	•	•	★	★	★	★	★	...	...	•	★	★
Connecticut	•	•	...	...	★	•	•	★	...	...	...	★	...	...	...	...	...
Delaware	•	•	...	...	★	•	...	...	★	...	★	...	...	...	★	...	...
Florida	•	•	★	...	★	★	...	★	★	...	★	★	...	★	...	★	...
Georgia	•	•	★	...	★	...	...	★	...	...	★	★	★	...	•	...	...
Hawaii	•	•	•	...	...	•	•	★	...	...	★	★	...	...	•	...	★
Idaho	•	•	★	•	★	•	•	★	★	★	★	★	...	★	...	...	★
Illinois	•	•	★	...	★	•	...	★	★	...	★	★	★	...	★	...	★
Indiana	•	•	•	...	★	•	★	★	...	...	★	★	...	...	...	...	...
Iowa	•	•	•	•	...	★	★	...	...	...	★	★	...	...	...	★	...
Kansas	•	•	•	...	★	•	•	★	★	★	★	★	...	★	...	★	...
Kentucky	•	•	...	...	...	•	★	★	...	...	...	★	...	★	...	...	...
Louisiana	•	...	•	...	★	★	...	...	...	...	★	...	...	...	...	...	...
Maine	•	•	...	...	★	•	...	★	...	...	★	★	...	...	★	★	...
Maryland	•	•	★	★	★	•	•	...	★	...	★	★	★	...	...	★	...
Massachusetts	•	•	...	...	★	★	•	★	...	★	...	★	★	...	...	★	...
Michigan	•	•	...	...	★	★	•	★	...	...	★	★	★	...	...	...	★
Minnesota	•	•	•	•	★	•	•	★	★	★	★	★	...	★	•	★	...
Mississippi	•	•	...	...	...	★	...	...	...	•	★	★	...	★	...	...	...
Missouri	•	•	...	...	...	•	•	★	★	★	★	...	...	...	...	...	...
Montana	•	•	•	★	...	•	•	★	★	...	★	★	...	★	...	...	...
Nebraska	•	•	•	...	...	•	★	...	...	...	★	...	...	...	•	...	★
Nevada	•	•	•	•	★	•	•	★	★	...	★	★	...	...	...	...	...
New Hampshire	•	•	★	...	...	•	...	★	★	...	...	★	...	★	...	★	...
New Jersey	•	•	...	...	...	★	•	...	...	...	★	★	...	...	...	...	...
New Mexico	•	•	•	...	★	•	•	★	★	...	...	★	...	...	★	...	...
New York	•	•	...	...	★	•	...	...	...	...	★	★	★	...	...	...	...
North Carolina	•	•	...	...	★	★	•	★	...	...	★	★	...	...	...	...	...
North Dakota	•	•	•	•	...	•	...	★	...	★	★	★	...	...	...	★	★
Ohio	•	•	...	...	★	★	...	★	...	...	...	★	...	...	•	...	...
Oklahoma	•	•	•	•	★	•	•	...	★	...	...	★	★	...	★	★	...
Oregon	•	•	★	★	★	•	•	★	...	...	...	★	★	★	...	...	...
Pennsylvania	•	•	...	...	★	•	★	★	★	...	...	★	...	...	...	...	...
Rhode Island	•	•	•	•	★	★	...	...	★	★	★	...	...	...	...	★	...
South Carolina	•	•	★	•	★	...	•	★	...	★	★	★	...	...	...	...	...
South Dakota	•	•	•	•	★	•	...	★	...	...	★	★	...	...	...	...	★
Tennessee	•	•	•	...	...	•	...	★	...	...	★	★	...	...	...	...	...
Texas	•	•	...	...	★	•	...	★	★	...	★	★	...	...	...	...	...
Utah	•	•	★	...	★	•	•	★	...	★	★	★	...	★	...	...	...
Vermont	•	•	...	...	...	★	...	★	...	...	...	★	...	...	...	...	...
Virginia	•	•	★	...	...	★	•	★	...	...	★	...	...	...	...	...	...
Washington	•	•	★	...	★	•	•	★	★	...	★	★	★	...	...	★	★
West Virginia	•	•	★	...	...	•	•	...	★	...	★	★	...	...	...	★	...
Wisconsin	•	•	•	...	★	•	•	★	...	...	★	...	...	...	...	...	...
Wyoming	•	•	...	...	★	•	•	...	★	...	★	★	...	★	...	...	...
Dist. of Col.	•	•	...	...	★	•	•	...	...	...	★	★	...	...	...	...	...
Puerto Rico	•	...	...	...	...	...	•	...	...	...	...	...	...	...	...	...	...
Virgin Islands	•	•	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...
Total	53	51	31	12	35	50	34	36	22	11	39	44	11	11	11	14	9

RECORD OF PASSAGE OF UNIFORM ACTS*—Concluded
As of August 1979

State or other jurisdiction	*Anatomical Gift (1968)*	*Child Custody Jurisdiction (1968)*	*Consumer Credit Code (1968) (1974)*	*Recognition of Acknowledgements (1968)*	*Probate Code (1969) (1975*	*Controlled Substances (1970) (1973)*	*Jury Selection and Service (1970) (1971)*	*Alcoholism & Intoxication Treatment (1971)*	*Commercial Code—Article 9 (1971)*	*Duties to Disabled Persons (1972)*	*Management of Institutional Funds (1972)*	*Residential Land-Lord-Tenant (1972)*	*Crime Victims Reparations (1973)*	*Rules of Evidence (1974)*
Alabama	★	...	...	...	...	★	...	...	...	...	...	...	...	...
Alaska	★	★	...	...	★	...	...	★	...	...	...	★	...	...
Arizona	★	★	...	★	★	★	...	...	★	...	...	★	...	...
Arkansas	★	★	...	...	...	★	...	...	★	...	...	...	...	★
California	★	★	...	...	...	★	...	...	★	...	★	...	...	...
Colorado	★	★	★	★	●	...	★	★	...	★	★	...	...	...
Connecticut	★	★	...	★	...	★	...	★	★	★	★	★	...	...
Delaware	★	★	...	...	...	★	...	★	...	...	★	...	...	...
Florida	★	★	...	...	...	★	...	★	★	...	...	★	...	★
Georgia	★	★	...	...	...	★	...	★	★	★	...	...	...	...
Hawaii	★	★	...	...	...	★	...	...	★	...	...	★	...	...
Idaho	★	★	★	...	★	★	★	★	★	...	...	...	...	...
Illinois	★	★	...	★	...	★	...	★	★	...	★	...	...	...
Indiana	★	★	★	...	...	...	★	...	...	...	...	...	...	...
Iowa	★	★	★	...	...	★	...	★	★	...	...	★	...	...
Kansas	★	★	★	★	...	★	...	★	★	..	★	★	★	...
Kentucky	★	...	...	★	...	★	...	...	...	...	★	★	★	...
Louisiana	★	★	...	...	...	★	...	...	...	...	★	...	...	...
Maine	★	★	★	★	●	...	★	★	...	...	★	...	...	★
Maryland	★	★	...	...	...	★	...	★	...	...	★	...	...	...
Massachusetts	★	...	...	...	...	★	...	★	...	...	★	...	...	...
Michigan	★	★	...	★	...	★	★	★	...	...	★	★	...	★
Minnesota	★	★	...	★	★	★	●	★	★	★	★	...	★	★
Mississippi	★	...	...	...	...	★	★	...	★	...	...	...	...	...
Missouri	★	★	...	...	...	★	...	...	...	...	★	...	...	...
Montana	★	★	...	...	★	★	...	★	...	...	★	★	★	★
Nebraska	★	★	...	★	★	★	...	...	...	...	...	★	...	★
Nevada	★	★	...	...	...	★	...	...	★	...	...	...	...	...
New Hampshire	★	★	...	★	...	...	...	...	★	...	★	...	...	...
New Jersey	★	★	...	...	★	★	...	...	...	...	★	...	★	...
New Mexico	★	...	...	...	★	★	...	...	...	...	...	★	...	...
New York	★	★	...	...	...	★	...	...	...	...	★	...	...	...
North Carolina	★	★	...	...	...	★	...	...	...	...	...	...	...	...
North Dakota	★	★	...	★	●	★	★	...	★	★	★	...	★	★
Ohio	★	★	...	...	...	...	...	...	★	★	★	...	...	...
Oklahoma	★	...	★	★	...	★	...	★	★	★	...	...	...	★
Oregon	★	★	...	★	...	★	...	...	★	...	★	★	...	...
Pennsylvania	★	★	...	...	★	...	...	...	...	★	...	...	...	...
Rhode Island	★	★	...	...	...	★	...	★	★	...	★	...	...	...
South Carolina	★	...	★	★	...	★	...	...	...	...	...	...	...	...
South Dakota	★	★	...	...	...	★	...	★	...	...	...	...	...	...
Tennessee	★	★	...	...	...	★	...	...	...	...	★	★	★	...
Texas	★	...	...	...	...	★	...	...	★	...	...	...	...	...
Utah	★	...	★	...	★	★	...	...	...	...	...	...	...	...
Vermont	★	...	...	...	...	...	...	...	...	...	★	...	...	...
Virginia	★	★	...	★	...	★	...	...	...	...	★	★	★	...
Washington	★	★	...	...	..	★	...	★	...	...	★	★	...	★
West Virginia	★	...	...	★	...	★	...	...	★	...	★	...	...	...
Wisconsin	★	★	★	★	★	★	...	★	...	...	★	...	...	...
Wyoming	★	★	★	...	...	★	...	...	...	...	...	...	...	...
Dist. of Col.	★	...	...	...	...	...	...	★	...	...	★	...	...	...
Puerto Rico	...	...	...	...	...	★	...	...	...	...	...	...	...	...
Virgin Islands	...	...	...	...	...	★	...	...	...	...	...	...	...	...
Total	51	39	11	18	14	44	8	22	22	8	29	16	8	10

3. Elections

ELECTION LEGISLATION

By Richard G. Smolka*

STATE ELECTION LAWS passed during the 1978-79 biennium continued the trend of the 1970s—providing for easier voter registration and more convenient polling hours and locations, and modifying campaign finance regulations.

Campaign laws were expanded somewhat to include campaigns on ballot issues and public funding of some campaigns. For the most part, changes were minimal and frequently in response to judicial decisions rather than legislative initiative.

An exception to this rule was a flurry of laws stimulated by political party rule changes regarding presidential primaries. The number of states conducting presidential primaries increased and the laws affecting delegate selection were modified to conform to the rules of the respective parties. Efforts by the Democratic National Committee to require the states to adopt closed presidential primaries and delegate selection processes, however, met with little success. If anything, the open primary appears to enjoy current popular favor. Even though there has been no great shift in this direction, Hawaii's constitution was amended to require an open primary, and public pressure against the closed primary has developed in several states, including Illinois and New York.

Campaign Finance Regulation

The wave of election reform legislation passed in the states during the 1970s was almost over by 1978. Laws requiring disclosure of campaign contributors were passed in almost every state. Limits on individual contributions to candidates were imposed in about one half the states, and 17 states passed legislation allowing public funding of campaigns in one form or another (see Tables 1-3).

The more recent laws have affected referendum or initiative elections. In an attempt to curtail the "evils of big money," several states passed laws requiring disclosure of contributions and expenditures in connection with issue campaigns. Laws passed in Massachusetts and Florida, however, were struck down by the courts. Regarding a Massachusetts case, the U.S. Supreme Court held that corporations have First Amendment rights, and, therefore, a limitation of corporate spending on ballot issues was unconstitutional (*First National Bank of Boston* v. *Bellotti*, 435 US 765, 1978). The Court ruled, on a 5 to 4 vote, that "the inherent worth of the speech in terms of its capacity for informing the public does not depend upon the identity of its source, whether corporation, association, union or individual." U.S. District Court Judge William Stafford, in striking down a similar Florida law, said, "The risk of corruption present in the election of candidates to public office is not present in a popular vote on an issue."

---

*Dr. Smolka is Professor of Government, The American University, and Editor, *Election Administration Reports*.

State laws dealing with personal financial disclosure, however, were upheld by the courts. The Fifth Circuit Court of Appeals, in upholding a Florida law, ruled that holding public office "does not strip . . . [plaintiffs] of all constitutional protection [of privacy]," but "it does put some limits on the privacy they may reasonably expect."

Public Funding of Campaigns

In contrast to campaign regulation and disclosure legislation that slowed considerably during the past two years, legislation providing public subsidies to political candidates and parties greatly accelerated. As recently as 1974, only three states had an operative public campaign finance system. After the 1980 elections, however, one third of the states will have conducted election campaigns supported partially or completely by public funds.[1]

Seven of the 17 states providing public funding of campaigns made their first allocations of these funds in 1976 or earlier. Iowa, Maine, and Rhode Island made their first allocations in 1974; Utah in 1975; Idaho, Minnesota, and Montana in 1976; Kentucky, New Jersey, and North Carolina in 1977; Massachusetts, Michigan, Oregon, and Wisconsin in 1978. Maryland, which adopted a public funding plan in 1974, has not yet allocated any funds. Most recently, Hawaii enacted a comprehensive campaign funding bill during the 1979 session, and Oklahoma enacted a more limited subsidy plan. Several states established commissions to consider public funding of campaigns.

These laws provide public funds in three ways: through regular legislative appropriations as in New Jersey; by an income tax add-on system where the tax form permits taxpayers to pay a small additional amount that is earmarked for the designated political party as in Maine, Maryland, Massachusetts, and Montana; and by an income tax check-off system similar to the federal income tax provision by which taxpayers can earmark a part of their normal tax liability for campaign expenses. The latter method is much more popular with taxpayers and has produced substantial funds in contrast to a rather limited response to the add-on option. The amount produced by these measures has varied with the forms used by the taxpayers.

Public funding laws vary somewhat in designating which campaigns are to be supported and who is to be the recipient of public funds. For example, in New Jersey, only the gubernatorial general election candidates were supported in 1977. Wisconsin and Minnesota fund major statewide contests and state legislative races.

Eight states allocate campaign funds to political parties, eight give funds directly to the candidates, and Oklahoma divides its campaign money between candidates and parties. How parties may use the money is also sharply differentiated. In Idaho, parties must use public funds for candidate support, but in Rhode Island they may not.[2]

Presidential Primaries

Pressed by political party rules on delegate selection, a record 35 states scheduled presidential primaries for 1980 (see Table 7). Connecticut, Kansas, Louisiana, New Mexico, and South Carolina—all states without presidential primary elections in 1976—scheduled them for 1980. In South Carolina, however, only the Republican Party required a presidential primary. In addition, the District of Columbia and Puerto Rico laws provided for presidential primaries.

The date and form of the primaries were generally dictated by the party rules of the major political parties and the threat that delegates would not be seated if not elected or selected according to the respective party regulations.

Several states were required to change laws to conform to the Democratic rules of a closed party primary, its 90-day time schedule, or its delegate selection method. The closed primary rule merely required voters to identify themselves as party members on election day, but at least three states with open primaries (Michigan, Montana, and Wisconsin) resisted the national party on this point. Massachusetts and New Hampshire scheduled primaries in advance of the earliest starting date permitted by the Democratic party rules. Several states took the delegate selection process off the ballot entirely, leaving voters only the option of expressing a presidential preference. Democratic party rules provided that the percentage of votes received by each candidate would substantially determine the number of delegates allocated to that presidential candidate, but that the delegates themselves would be selected in party meetings after the election.

Assistance to Handicapped and Elderly Voters

Laws providing greater assistance to handicapped and elderly voters are being passed by an increasing number of states. In some instances, as in Ohio, the laws require that all polling places be made accessible to handicapped voters. Others permit the handicapped to obtain absentee ballots on election day, provide for poll officials to deliver the ballots to the curb, and permit the handicapped to be assisted in voting by the persons of their choice. In some states, senior citizens are now permitted to vote by absentee ballot whether or not they are ill or absent from their residence on election day.

Voting Equipment

By 1980, all states permitted the use of voting devices or electronic vote-counting machines (see Table 4). During the 1970s, the number of states permitting the use of optical scanning or punch card ballots and computer vote counting increased dramatically. By 1979, more than 40 states permitted ballots to be counted by computer compared to fewer than a dozen at the beginning of the decade. The enabling legislation was sometimes accompanied by other laws requiring that voting systems be certified by a state agency. The certification process required, however, varies greatly, ranging from an examination of the physical properties of the equipment to demonstrations that the computers will count the ballots accurately when given the counting devices and the number of parties, candidates, issues, and ballot options permissible in the state. At least one state, Massachusetts, now requires periodic recertification of voting and vote-counting equipment.

Federal Legislation

Electoral college. Another effort in a continuing series of attempts by Congress to abolish the electoral college and to elect the president by direct vote of the people failed July 10, 1979, when the Senate turned back the measure 51 to 48. This was 15 votes short of the required two-thirds majority. Although the proposed amendment has been introduced many times, this was the first time the Senate had ever voted on it.

District of Columbia representation. A proposed constitutional amendment providing for full voting rights for the District of Columbia in the U.S. Senate and House of Representatives was passed by Congress and sent to the states August 22, 1978. At present, the District of Columbia has one nonvoting delegate in the House and no representation in the Senate. The amendment would give the District two voting senators and as many members of the House as its population would warrant. The resolution must be ratified by three fourths of the states (38) within seven years to be adopted as a constitutional amendment. As of December 1979, seven states had done so.[3]

Overseas citizens. Congress amended the Overseas Citizens' Voting Rights Act and the Federal Voting Assistance Act of 1975 to provide for a uniform postcard registration and ballot application for all persons covered by these acts. These acts cover all military personnel wherever they may be and citizens residing temporarily or permanently overseas. The same act, signed into law November 4, 1978, also provided that the exercise of voting rights by these citizens will not affect determination of their residence for the purposes of federal, state, or local tax laws.

In a separate provision in the same law, Congress authorized national and state political party committees to send all their mail at the nonprofit organization rate of 2.7 cents instead of the third-class bulk rate of 8.4 cents.

Footnotes

1. Ruth S. Jones, "State Public Financing and the State Parties," a paper prepared for the Conference on Parties, Interest Groups, and Campaign Finance Laws, American Enterprise Institute, Washington, D.C., November 4-5, 1979, table 1, p. 30.
2. Ibid., p. 14.
3. Connecticut, Massachusetts, Michigan, Minnesota, New Jersey, Ohio, and Wisconsin.

Selected References

Alexander, Herbert E. *Financing the 1976 Election*. Washington, D.C.: Congressional Quarterly Press, 1979.

__________. "Election Reform in its Second Stage: Momentum Passing from Reforms to Powerbrokers," in Herbert E. Alexander, ed., *Political Finance*. Beverly Hills, Calif.: Sage, 1979.

Butler, David, and Ranney, Austin, eds. *Referendums: A Comparative Study of Practice and Theory*. Washington, D.C.: American Enterprise Institute, 1978.

Fling, Karen. "The States as Laboratories of Reform," in Herbert E. Alexander, ed., *Political Finance*. Beverly Hills, Calif.: Sage, 1979.

__________. *A Summary of Campaign Practice Laws of the 50 States, Report 4*. Washington, D.C.: Plus Publications,1978.

Jones, Ruth S. "State Public Financing and the State Parties," in Michael Malbin, ed., *Parties, Interest Groups and Campaign Finance Laws*. Washington, D.C.: American Enterprise Institute, 1980.

Library of Congress. *Federal-State Election Law Survey*. Prepared for the Federal Election Commission by the American Law Division, Congressional Research Service, quarterly.

__________. *Finance Law 78*. Prepared for the Federal Election Commission, Washington, D.C., 1979.

__________. *Election Case Law 78*. Prepared for the Federal Election Commission, Washington, D.C., 1979.

Smolka, Richard G. *Election Administration: Procedures, Problems, and Special Information*. Washington, D.C.: Plus Publications, 1978.

Table 1
CAMPAIGN FINANCE LAWS: FILING REQUIREMENTS*
As of December 1978

State or other jurisdiction	*Statements required from*	*Statements filed with*	*Time for filing*
Alabama	All political committees	State office—secy. of state. Legislative office—judge of probate of county in which candidate resides	Within 30 days after each election.
Alaska	State candidates; "groups"; individuals contributing over $100 a year or buying campaign advertisements	Alaska Public Offices Commission, central office	30 days before election; 1 week before election; 10 days after election; annually on Dec. 31.
Arizona	Candidates; committees; those collecting or expending campaign funds	General election: secy. of state. Primaries: clerk of board of supervisors	10-15 days before & 20 days after primary; 10-15 days before & 30 days after general or special election.
Arkansas	Candidates; those acting in behalf of candidate receiving over $250 in contributions	Secy. of state and county clerk in county of residence	Contributions: 25 days before, 7 days before & 30 days after election. Expenditures: 30 days after each election, with supplemental reports of receipts over $250.
California	Candidates; committees	Secy. of state; clerk of Los Angeles County; clerk of the city and county of San Francisco	40 days before and 12 & 65 days after election.
Colorado	Campaign treasurers of candidates; political committees	Secy. of state	11 days before & 30 days after election. Must be complete as of 5th day prior to due date.
Connecticut	Candidates; campaign treasurers of political committees after $500 is received	Secy. of state	2nd Tuesday of January, April, July, September; 7 days before election.
Delaware	Candidates; committee treasurers.	State Election Commissioner	20 days before election; Dec. 31 after election and annually on Dec. 31 until fund closed.
Florida	Treasurers of candidates; political committees	Candidates: qualifying officer & clerk of circuit court in county of residence. Committees for statewide offices—division of elections; districtwide offices—clerk of circuit court in each county in which election held; countywide offices—clerk of circuit court in county where held	Pre-election: 1st Monday of each calendar quarter from time campaign treasurer appointed until 40th day before election, then each Monday until election. After election: 45th day.
Georgia	Certain candidates; committees; corporation or other organization receiving or spending money for candidate	Secy. of state; copy to probate judge in county of candidate's residence	45 & 15 days prior to & 10 days after primary; 15 days before general or special election; Dec. 31 of election year; annually on Dec. 31 if elected & receiving/expending funds.
Hawaii	Candidates; parties; campaign treasurers of committees	Campaign Spending Commission	10 days before election; 20 days after primary, general, special general, or special election. Deficits: every 3 months until eliminated. Surplus: every 6 months until candidate runs again.
Idaho	Treasurers for candidates; committees	Secy. of state	Between 14 & 7 days before an election & 30 days afterwards. If needed, supplemental reports are filed on the 10th day of Jan., Apr., July & Oct.
Illinois	Treasurers for state and local political committees	State committee: State Board of Elections.	Campaign contributions reports: 15 days before, 90 days after an election. Annual campaign contributions & expenditures reports: no later than July 31.
Indiana	Treasurers for political committees.	Statewide office: state election board. Legislative office: county election board in county of residence	8 days before & 47 days after an election.
Iowa	Treasurers for political committees	Statewide office: Finance Disclosure Commission. Statutory and political committees: commissioner, with copy to commission	Jan. 25, May 25, July 25 & Oct. 25.
Kansas	Treasurers for statewide candidates and those (other than a candidate, party, or other political committee) who contribute or expend over $100 per year	Secy. of state	7 days before & 10 days after primary; 7 days before general election; Dec. 3 annually.
Kentucky	State and county executive committees; treasurers for candidates; campaign committees	Candidates: Registry of Election Finance; copy to clerk in county where candidate resides. Committees: with "central campaign committees"	State/county executive committees: 30 days after regular primary & general elections. Treasurers of candidates & campaign committees: 32 & 12 days before and 30 days after an election.

Table 1—Continued
CAMPAIGN FINANCE LAWS: FILING REQUIREMENTS*

State or other jurisdiction	*Statements required from*	*Statements filed with*	*Time for filing*
Louisiana	Candidates; political committees supporting or opposing candidates (a)	Supervisory Committee, Election Campaign Finance Disclosure Act	10 days before primary; 10 days before & 40 days after general election. Deficits: when reduced by 50 percent & when eliminated.
Maine	Candidates; treasurer of candidate or political committee	Commission on Governmental Ethics & Campaign Practices	Other than gubernatorial: 7th day before election; contributions/expenditures of over $1,000 made after 1st report & more than 48 hours prior to election: within 48 hours; and 45 days after election. Surplus/deficit in excess of $50 reported on 1st day of fiscal year quarter.
Maryland	Candidates; treasurers of candidates; treasurers of all political committees	Candidates & their treasurers; board with which candidate filed certificate of candidacy. Treasurers of state/local central committees or of continuing political committees: State Administrative Board of Election Laws	Tuesday before election; third Tuesday after election or before taking office (whichever is first). Surplus/deficit: 7th Tuesday after election & 6 months & then annually until eliminated.
Massachusetts	Candidates; treasurers of political committees	Director of Campaign & Political Finance	State Assembly candidates: 8 days before election, 30 days after special election; Jan. 10 of year following election. Statewide and other designated offices: 3rd day after designating campaign depository; Jan. 10 of year following election.
Michigan	Political Committees	Candidate committees: clerk of county where candidate resides. Statewide election & judicial office candidates: Secy. of state. State central or district party committees: Secy. of state.	10 days before & 30 days after election; annually by June 30.
Minnesota	Candidates; political committees; secretary of each personal campaign & party committee; treasurer of political committee/fund; individuals spending over $100 within 1 year	Ch. 210A: Candidates & personal campaign committees & legislative district committees—officer authorized to issue certificates of nomination or election to successful candidates, state committees—secy. of state. Ch. 10A: State Ethics Commission; legislative candidates—also with county auditor of each county in legis. district	Ch. 10A: Jan. 31 annually; 10 days before primary or general election and 7 days before & 30 days after special election (b). Political committees/funds—file in first year with contributions/expenditures in excess of $100 and until fund expended. Ch. 210A: candidates, personal campaign committees, party committees—8 days before & 10 days after election. Political committees—30 days after election.
Mississippi	Independent candidates; political committees	State office: secy. of state. District office: circuit clerk of each county in district	Contributions: 5th day of each month of campaign; Saturday before election. Expenditures: 60 days after election (candidates); 30 days after election (political committees).
Missouri	Committees which are required to file organization statement	Statewide candidates & state political party committees: secy. of state	40 days before and 7 & 30 days after election.
Montana	Candidates; political committees	Commissioner of Campaign Finances and Practices and county clerk and recorder of candidate's residence (c)	Statewide candidates and committees: March 10, Sept. 10 in election year; 15 & 5 days before election; within 24 hours of receiving $500 or more after last pre-election report; 20 days after election; & following March 10 & Sept. 10 until deficit/surplus expended; whenever books closed. District candidates and committees and state legislature: 10 days before election; within 24 hours of $100 or more contribution after pre-election report; 20 days after election; at book closing.
Nebraska	Committees	Nebraska Accountability and Disclosure Commission and election commission	30 & 15 days before and 40 days after election. Late contributions over $500 reported within 5 days of receipt.
Nevada	Candidates	Officer with whom the candidate filed his declaration of candidacy; copies are filed with secy. of state	15 days after primary; 15 days before & 30 days after general election.
New Hampshire	Candidates; state committee; other political committees spending over $200	Secy. of state	Wednesday 3 weeks before & immediately before and 2nd Friday after primary & general election (d).
New Jersey	Candidates; political information organizations; political committees	Elections Commission	25 & 7 days before & 15 days after elections & every 60 days until no balance remains. State, county, or municipal committees of parties and political information organizations: March 1 of each year.

Table 1—Continued
CAMPAIGN FINANCE LAWS: FILING REQUIREMENTS*

State or other jurisdiction	Statements required from	Statements filed with	Time for filing
New Mexico	Candidates; treasurers of political committees	Candidates: primary election—officer with whom declaration of candidacy filed; general election—secy. of state (if office/district in one county, then with county clerk). Committees: secy. of state (if only in one county, then with county clerk)	Candidates: 10 days after primary & general election. Committees: 30 days after primary & general election.
New York	Candidates; political committees expending/receiving over $1,000 per filing period	State Board of Elections and other places as the board may provide	32 & 11 days before and 27 days after an election; then as specified by the State Board of Elections until final report is filed. Any contribution over $1,000 received after last filing period before election must be reported within 24 hours of receipt.
North Carolina	Treasurers for candidates; political committees	Statewide, multicounty offices—State Board of Elections. Others—county board of elections	10 days before & 10 days after primary & general election; supplemental final & annual reports, Jan. 7 (e).
North Dakota	. . .	. . .	. . .
Ohio	Candidates; authorized campaign committees; political committees and parties (f)	Statewide offices: secy. of state. District offices: Board of Elections of county with largest population in district. One-county offices: County Board of Elections	12 days before, 45 days after election, & on the last business day of Nov. each year.
Oklahoma	Candidates; political parties & organizations	State Election Board if candidate filed declaration there and with city election board if candidate filed election papers there	10 days before primary and general election, 40 days after general election; supplemental report, if necessary, within 6 months & 10 days after general election.
Oregon	Candidates, treasurers of political committees if contributions or expenditures exceed $500	Statewide or district offices of two or more counties: secy. of state. County or district offices within one county: county clerk	21, & 7 days before & 30 days after election, & supplemental reports if necessary. 10 days after close of every other calendar quarter.
Pennsylvania	Treasurers of political committees or candidates receiving or spending over $250 for political purposes (g)	Secy. of commonwealth or county board of elections with whom filed nomination papers	Statewide office: 45 & 10 days prior to election; others: 10 days prior to election. If over $500 is received after final pre-election report: within 24 hours of receipt. All candidates: 30 days after election and on January 31 of each year until deficit/surplus is extinguished.
Rhode Island	Nonfederal candidates expending over $5,000 & political committees supporting them; other state & municipal political committees	Secy. of state	30 days before & after general or special election. State and municipal political party committees: annual reports by March 1
South Carolina	Candidates & committees	Candidates: clerk of court of common pleas for county in which person is a candidate or, if multicounty district, with State Election Commission. Committees: State Ethics Commission, except state senate office files with Senate Ethics Committee and state representative office files with House Ethics Committee	Candidates: at conclusion of campaign. Committees: 30 days after election with supplemental reports filed 10 days after end of each calendar quarter.
South Dakota	Candidates, political committees	State or legislative office: secy. of state. County or district office: county auditor	7 days before election; within 30 days of close of calendar year. Individual contributions of over $500 received within 9 days of election: 48 hours.
Tennessee	Candidates; political treasurers; political campaign committees	Political treasurers: state librarian & archivist. Treasurers for political campaign committees also file copy in statewide elections with State Elections Commission & in other elections with appropriate county election commission	8 days before & 30 days after election. Surplus/deficit: 30 days after last report and every 60 days thereafter.
Texas	Opposed candidates; political committees; write-in candidates taking affirmative action; and individuals contributing over $100/election	Statewide & district offices: secy. of state. One-county offices: county clerk	30 & 7 days before and 30 days after election. Jan. 15 if contributions received or spent during preceding year. (h)
Utah	Personal campaign committee for candidates for governor, secy. of state, & atty. gen. All state & county political party committees	State auditor	June, July, August, Sept., Oct. & Dec. 10 of election year & 5 days before each election.

Table 1—Concluded
CAMPAIGN FINANCE LAWS: FILING REQUIREMENTS*

State or other jurisdiction	*Statements required from*	*Statements filed with*	*Time for filing*
Vermont	Candidates for state office & General Assembly; political committees	Statewide office & political committees: secy. of state. General Assembly: officer with whom nomination papers filed	Statewide office & political committees: 40 & 10 days before & 10 days after elections. General Assembly: 10 days after election.
Virginia	Treasurers of candidates & committees; groups & persons not reporting to candidates or their campaign committees	Statewide office: State Board of Elections. Other: State Board of Elections and electoral board where candidate resides	Statewide office: 30 & 8 days before election. Other: 8 days before election. Single contributions over $1,000 (statewide office) and $500 (other) received after 11 days before election must be reported within 72 hours.
Washington	Candidates; political committees	State Public Disclosure Commission & county auditor of county of candidate's residence. Continuing political committees: commission & auditor or county of treasurer's residence	At appointment of candidate's campaign treasurer; 10 days after primary, 5 & 19 days before election & 20 days after general election; 10th day of each month in which no report filed. Every 6 months until debts satisfied.
West Virginia	Candidates & their financial agents; persons, treasurers of associations, and organizations supporting opposing nomination, election or defeat of any candidate	Multicounty office: secy. of state. Single-county office: clerk of county commission	15 days after 1st Saturday of February next preceding the primary; between 5 & 10 days before & 30 days after elections.
Wisconsin	Committees, groups or individuals receiving/expending over $25 (i)	Statewide office: State Elections Board. Committees of political parties must also file with county clerk of county where contributors reside	Between 8 & 14 days before and 21 & 30 days after each election. Continuing reports must be filed annually between Jan. 1-31 & July 1-10.
Wyoming	Candidates; political committees	Generally, secy. of state & county clerk	Candidates: 10 days after each election. Committees: 7 days after election. Committees formed after election to defray campaign expenses: July 1 & Dec. 31 of odd-numbered years until debts are paid.
Dist. of Col.	Candidates; political committees supporting candidates (j)	Director of Campaign Finance	During election years: March 10, June 10, Aug. 10, Oct. 10, Dec. 10; 15 & 5 days before election. Annually: Jan. 31. Nonelection years: July 31.
Puerto Rico	Expenses incurred against Election Fund—parties & independent candidates; contribution & non-Election Fund expenses—parties, candidates	Election Fund expenses: Electoral Tribunal and secy. of treasury. Contributions & non-Election Fund expenses: Electoral Tribunal	Election Fund expenses: every two months beginning first 10 days of following month. Contributions and non-Election Fund expenses: every three months (except election years, then every 15 days from Mar. 1-Dec. 31). Contributions & non-Election Fund expenses: on dates prescribed by Electoral Tribunal.

**Source:* Adapted from American Law Division, Congressional Research Service, Library of Congress, *Analysis of Federal and State Campaign Finance Law—Summaries*, December 1977 and *Supplement to Campaign Finance Law 1978*, December 1978.

Note: For detailed legal requirements, actual state statutes should be consulted.

(a) Those not receiving contributions in excess of limits and not expending over $5,000 may file an affidavit to that effect in lieu of a report.

(b) If Saturday, Sunday, or legal holiday, then next business day.

(c) If residence is not a prerequisite for the office, then county clerk and recorder of county in which election held or, for multicounty office districts, as commissioner of Campaign Finances & Practices prescribes.

(d) Candidates for councilor, state senate, county office, legislature, and alternate delegate-at-large need not file before elections.

(e) Supplemental final reports required only if the final report fails to disclose a final accounting of all contributions and expenditures; annual reports are necessary only if there are contributions or expenditures during a calendar year for which no reports are otherwise required.

(f) Pre-election reports not required of candidates or campaign committees receiving or spending less than $1,000 20 days prior to the election or of any person who has become a candidate less than 20 days before the election. Campaign committees which did not receive contributions or make expenditures shall so state in the post-election report.

(g) Those receiving or spending less than $150 must so certify to the appropriate filing officer.

(h) Primary winner with opposition in general election may omit postprimary filing. In cases of runoff, report seven days afterward in lieu of postelection report.

(i) Except for those (other than for out-of-state registrants) who state they do not expect to receive/disburse over $250, unless the amount is exceeded.

(j) Except for candidates who do not expect to spend more than $250 in any one election and who have not designated a principal campaign committee.

Table 2
CAMPAIGN FINANCE LAWS: LIMITATIONS ON EXPENDITURES*
As of December 1978

State	Limitations on amount for: Governor	Other statewide office	State senator	State representative	Campaign affected	Applicable to
Alabama	$50,000	$10,000	Larger of $1,000 or $600 per county in district; $3,000 for 3 districts	$600	P & G combined	Candidates
Alaska	40¢ x state pop.; 50% in P & 50% in G	Lieut. gov.: same as gov.	$1 x pop. of election area ÷ no. of seats in district	Same as state senator	P & G combined	Candidates & "groups" under their "control"
Arizona	10¢ x pop. of election area or $500, whichever is greater, plus $25 in "independent" expenditures				P & G separately	Candidates, committees, others
California	P—7¢ x voting age pop.; G—9¢ x voting age pop. (a)	3¢ x voting age pop. (a)	...	...	P & G	Candidates, agents, "controlled committees," political committees, independent committees
Delaware	...	P—25¢/regis. voter; G—50¢/regis. voter	P—greater of 25¢/regis. voter in dist. or $4,000; G—greater of 50¢/regis. voter in dist. or $8,000	P—greater of 25¢/regis. voter; in dist. or $2,000; G—greater of 50¢/regis. voter in dist. or $4,000.	P & G separately	Candidates or political committees on candidate's behalf & with approval
Maryland (b)	10¢ x pop. of constituency	Lieut. gov.: same as gov.; atty. gen., comptroller: 2.5¢ x pop. in constituency	10¢ x pop. of constituency	5¢ x pop. of constituency	P & G separately	Treasurers of candidates
Michigan	Greater of: $40 per 1,000 votes cast for gov. in last election in state or applicable election district; $25% of one year's salary; or $100				P & G separately	Candidate or authorized or incurred on behalf
Minnesota (c)	With lieut. gov.: greater of 12½¢ per capita or $600,000	Atty. gen.: greater of 2½¢ per capita or $100,000; secy. of state, treas., auditor: greater of 1½¢ per capita or $50,000	Greater of 20¢ per capita (1/67 of state) or $15,000	Greater of 20¢ per capita (1/134 of state) or $7,500	Election year expenditures combined	Candidate, committee, others authorized or under control of candidate or agent & office-holders who have agreed to be bound by the limits to receive public subsidy
Missouri	$25/100 voters in last presidential election in state or applicable legislative district				P & G separately	Candidate, or his agent, committee, etc.
New Hampshire	15¢ per eligible voter in last biennial election				P & G separately	Candidate or on behalf
New Jersey	50¢ per voter in the election district				P & G separately	Candidate, on his behalf, or committee, person, group
North Carolina	Media: 10¢ x voting age pop.		...	...	P & G separately	Political treas. for candidates & committees
North Dakota	Greater of 15% of annual salary of office sought or $500				P & G separately	Candidate, authorized or incurred by candidate
Rhode Island	G—$400,000; P—25% of G limit	Lieut. gov., atty. gen.—$100,000; treas., secy. of state—$50,000. P—25% of above.	...	...	P & G separately	In aid of candidacy

Utah	Media: $100,000 plus 10% if convention opposition, plus 20% if primary opposition	Media: Secy. of state & atty. gen. —$50,000 plus 10% if convention opposition; plus 20% if primary opposition.	. . .	. . .	P & G combined	Candidate's personal campaign committee
Washington	Greater of: 10¢ per regis. voter in last general election, $5,000, or salary of office during term (d)				P & G combined	Total expenditures in any election campaign
West Virginia	$75/county		$125/county in district		P & G separately	By or on behalf of candidate
Wisconsin (e)	P—$150,000; G—$350,000	Lieut. gov.: P—$100,000, G—$50,000; atty. gen.: P—$125,000, G—$125,000; secy. of state, treasurer, justice, superintendent: P—$40,000, G—$60,000.	$16,000 total. Not more than $10,000 for either P or G.	$8,000 total. Not more than $5,000 for either P or G	P & G separately except for legislature.	Candidate, made or authorized by

---

**Source:* Adapted from American Law Division, Congressional Research Service, Library of Congress, *Analysis of Federal and State Campaign Finance Law—Summaries*, December 1977 and *Supplement to Campaign Finance Law '78*, December 1978. Jurisdictions not appearing in this table have no expenditure limitations in their finance laws.

Note: For detailed legal requirements, actual state statutes should be consulted.

Symbols: P—Primary election, G—General election.

(a) Ten percent less for incumbents.

(b) In an attorney general opinion of March 30, 1976, Maryland's laws limiting candidate campaign expenditures were declared unconstitutional under ***Buckley v. Valeo***. Their imposition has subsequently been suspended until January 1982. Limitations shown here reflect those that will be effective at that time.

(c) There is no limit on the amount of independent expenditures made on behalf of a candidate.

(d) Candidates for governor or lieut. gov. may spend double the salary of the office; candidates for state legislator may spend the salary of a state senator.

(e) This schedule of disbursement applies only to candidates who receive grants from the Wisconsin election campaign fund.

Table 3
CAMPAIGN FINANCE LAWS: LIMITATIONS ON CONTRIBUTIONS*
As of December 1978

State or other jurisdiction	By corporations	By unions	By governmental employees	Anonymously	In name of another	By individuals
Alabama	Prohibited	...	Prohibited by those in classified service	...	...	...
Alaska	Same as individuals	Same as individuals	Political assessment of classified service employees prohibited	Prohibited	Prohibited	Up to $1,000 per year to any one candidate unless mady by individual to his own campaign.
Arizona	Two solicitations per year (a)	Same as corporations	Prohibited	...	...	...
Arkansas	Same as individuals	Same as individuals	Political assessment of state employees prohibited	Up to $50	Prohibited	Up to $1,000 per election per candidate.
California	...	...	...	Up to $100	Up to $25	...
Colorado	...	...	...	...	...	...
Connecticut	...	Must first organize Organization Political Committee (b)	Political assessment of state employees prohibited	Not over $15	Prohibited	To candidate for: governor—$2,500; lieut. gov., secy. of state, treasurer, comptroller, atty. gen.—$1,500; state senator—$500; state representative—$250. Aggregate amounts to former not to exceed $15,000 for any single primary and election. (c)
Delaware	...	...	...	Prohibited	Prohibited	Per candidate: $1,000 in statewide election; $500 in all other elections. (d)
Florida	...	...	Coercion by other state employees prohibited	...	Prohibited	Per candidate per election: $3,000 for statewide candidate; $1,000 legislative candidate.
Georgia	Prohibited by agents of public utility corporations	...	Coercion by other state employees prohibited	Prohibited	...	...
Hawaii	...	...	Solicitation prohibited; contribution to other employees prohibited	Prohibited (e)	Those in false name prohibited	...
Idaho	Same as individuals	Same as individuals	Political assessment prohibited	Prohibited	Fictitious name prohibited	Those over $50 aggregate must be accompanied by name & address.
Illinois	...	...	Receiving/making during working hours prohibited (f)	Prohibited	Prohibited	...
Indiana	(g)	(g)	Solicitation, receiving & assessment prohibited	...	Prohibited	...
Iowa	Generally prohibited (h)	...	Receiving during working hours prohibited	...	Prohibited	...
Kansas	Prohibited by certain corporations and their majority stockholders	...	Political assessments prohibited	Up to $10	Prohibited	To candidate for: gov. & lieut. gov. (combined) or any other statewide office—$2,500; legislature or other state office—$500.
Kentucky	Prohibited	...	Political assessments of employees prohibited	Up to $50	Prohibited	Per candidate per election—$3,000; none to candidate who regulates, supervises, or controls affairs of contributor.
Louisiana	Prohibited unless properly authorized	...	Solicitation prohibited	Generally prohibited	Prohibited	In return for promise of public employment prohibited.
Maine	$5,000 per election	$5,000 per election	Classified service officers/employees may not coerce or advise other state employees (i)	...	...	Per candidate—$1,000; 25,000 total in any calendar year.

Maryland	Same as individuals	Same as individuals	Cannot be forced to contribute	Prohibited	Prohibited	$1,000 per candidate ($2,500 overall) per primary or general election.
Massachusetts	Prohibited	...	Solicitation prohibited	Prohibited	Prohibited	Per candidate—$1,000 per year; per political party—$1,000 per year; per committee, $1,000. By minors, $25 per year.
Michigan	Prohibited	Same as individuals	Political assessments prohibited	Prohibited	Prohibited	Statewide candidates—$1,700; state senator—$450; state representative—$250.
Minnesota	Prohibited; specified activities allowed	Regulated	Solicitation, receipt on government time prohibited	Up to $20	Prohibited	Gov. and lieut gov. jointly—$60,000 in election year and $12,000 other; atty. gen.—$10,000 election year and $2,000 other; other statewide offices—$5,000 election year and $1,000 other; state senator—$1,500 election year and $300 other; state representative—$750 election year and $150 other.
Mississippi	$1,000 per year	...	Political assessments prohibited. Contributions by highway patrolmen prohibited	...	...	...
Missouri	Must be authorized by corporate board of directors	Must be authorized by majority of members	Solicitations prohibited	Up to $10	Prohibited	Per candidate—lesser of $10,000 or 20 percent of expenditure limit; total—$50,000 per calendar year.
Montana	Prohibited	...	Solicitations on the job and coercion prohibited	Prohibited	Prohibited	Aggregate limits: gov. and lieut. gov. jointly—$1,500; other statewide offices—$750; Public Service Commission—$400; dist. court judge—$300; state legislature—$250.
Nebraska	Only for education fund, and must be reported	Same as corporations	...	Up to $50 if received as a result of a fund-raising event	Prohibited	...
Nevada	...	...	Solicitations from other employees prohibited	...	...	...
New Hampshire	Prohibited	Prohibited	Prohibited	Prohibited	Prohibited	$5,000 limit.
New Jersey	Prohibited by certain corporations & their majority stockholders	...	Demand for contributions of other public officeholders & positions prohibited	Prohibited	Prohibited	$600 limit for gubernatorial candidates.
New Mexico	Prohibited from insurance companies	...	Assessments prohibited	...	...	...
New York	$5,000 per year limit for nonpolitical corporations	...	Assessments prohibited	Prohibited	Prohibited	Annual aggregate of $150,000.
North Carolina	Prohibited	Prohibited	Assessments prohibited	Prohibited	Prohibited	$3,000 per candidate per election, except for candidates and their families. Nonresident contributions of over $100 must be accompanied by name & address.
North Dakota	Prohibited	...	Use of state services & property prohibited. Soliciting and canvassing by government employees prohibited	...	Prohibited	...
Ohio	Prohibited (j)	...	Solicitation or receipt of contributions prohibited	...	...	...
Oklahoma	Prohibited	...	Solicitation or receipt of contributions prohibited	...	Prohibited	$5,000 to political party, or organization, or candidate for statewide office.
Oregon	Prohibited from certain corporations	...	Solicitations during working hours, assessments prohibited	...	Prohibited	...
Pennsylvania	Prohibited	Prohibited from "unincorporated associations"	Solicitation and political assessments prohibited	Prohibited	Prohibited	...
Rhode Island	...	...	Solicitation prohibited	Prohibited	Prohibited	...
South Carolina	...	...	...	...	...	...

Table 3—Concluded
CAMPAIGN FINANCE LAWS: LIMITATIONS ON CONTRIBUTIONS*

State or other jurisdiction	By corporations	By unions	By governmental employees	Anonymously	In name of another	By individuals
South Dakota	Prohibited	Prohibited	Assessments prohibited	...	...	Statewide offices—$1,000/yr.; legislative & county offices—$250/yr.; political party—$3,000/yr.
Tennessee	Prohibited	...	Assessments prohibited	...	...	...
Texas	Prohibited	Prohibited	...	...	...	...
Utah	...	...	Assessments prohibited; solicitations during working hours prohibited	...	...	...
Vermont	...	...	Solicitation by employees prohibited	...	...	$1,000 limit—statewide offices & legislature.
Virginia	...	...	...	...	...	...
Washington	...	...	Assessments, solicitation on state property prohibited	Prohibited	Prohibited	...
West Virginia	Prohibited	...	Solicitation prohibited	...	...	$5,000 per election.
Wisconsin	Prohibited (k)	...	No solicitation while on duty	Prohibited	Prohibited	Annual aggregate—$10,000; individual offices—gov., lieut gov., secy. of state, treas., atty. gen., supreme ct., supt. of public instruction: $10,000; state senator: $1,000; state rep.: $500; others: greater of $250 or 1¢/residents of district but not more than $3,000.
Wyoming	Prohibited	Prohibited	...	...	...	During 2-year campaign period: $1,000/candidate or $25,000 in total
Dist. of Col.	Limited	Limited	"Hatch Act" applicable	Prohibited	Prohibited	Aggregate: $2,000 per election; mayor—$1,000; chairman of council—$750; other offices—varies.
Puerto Rico	Repetition of personal contributions through corporation prohibited	...	...	...	...	Annual total—$800 ($1,000 in election year); candidates or central directing organization of party—$400 ($600 in election year).

*Source: Adapted from American Law Division, Congressional Research Service, Library of Congress, *Analysis of Federal and State Campaign Finance Laws—Summaries*, December 1977 and *Supplement to Campaign Finance Law 1978*, December 1978.

Note: For detailed legal requirements, actual state statutes should be consulted.

(a) May solicit voluntary contributions to separate funds to be utilized for political purposes, with limit of 2 solicitations per year.

(b) Limitations same as individuals, except aggregate contributions for listed candidates are $50,000.

(c) In addition, there are various limitations on contributions by individuals to committees.

(d) Contributions by candidate or immediate family (including to committees supporting him) limited to $5,000 per election.

(e) Does not apply to amounts aggregating less than $250 when obtained through multiple contributions by 10 or fewer persons at same event.

(f) Prohibited or restricted to various state officers and employees.

(g) $3,000 total—all statewide offices; $3,000 total—all state central committees; $1,000 total—all other committees.

(h) May establish political action committees from stockholders, administrative officers, and officers subject to general disclosure requirements.

(i) With certain exceptions, no receipt or solicitation of contributions from groups or persons employees deal with or regulate in jobs.

(j) Employer may deduct from wages if authorized in writing by employee.

(k) They may establish and administer separate, segregated funds of individual contributions so long as not more than $500 is spent soliciting such contributions.

Table 4
USE OF VOTING DEVICES*

State or other jurisdiction	Statewide use required	Used in majority of voting areas	Used in some voting areas	Type of equipment used†			Straight party vote§
				Mechanical	Punch card	Optical scanning	
Alabama	...	★	...	★	...	...	★
Alaska	...	...	★	...	★	...	...
Arizona	...	★	...	●	★	...	★
Arkansas	...	...	★	●	...	●	...
California	...	★	...	●	★	●	...
Colorado	...	★	...	★	★	...	...
Connecticut	★	...	...	★	...	...	★
Delaware	★	...	...	★	...	...	...
Florida	...	★	...	★	●	...	...
Georgia	...	...	★	●	●	...	★(a)
Hawaii	★	...	...	...	★	...	...
Idaho	...	...	★	●	★	...	...
Illinois	...	...	★	●	●	●	★
Indiana	...	★	...	★	●	...	★
Iowa	...	★	...	★	...	...	★
Kansas	...	...	★	★	...	...	...
Kentucky	★	...	...	★	...	...	★
Louisiana	★	...	...	★	...	...	★
Maine	...	...	★	●	●	...	...
Maryland	★	...	...	★	●	...	...
Massachusetts	...	...	★	★	●	●	...
Michigan	...	★	...	★	●	...	★
Minnesota	...	...	★	★	●	...	...
Mississippi	...	...	★	●	●	...	...
Missouri	...	...	★	●	●	●	★
Montana	...	...	★	●	●	...	...
Nebraska	...	...	★	●	●	★	...
Nevada	...	★	...	...	★	...	...
New Hampshire	...	...	★	★	●	...	★
New Jersey	...	★	...	★	●	...	...
New Mexico	★	...	...	★	...	...	★
New York	★(b)	★	...	★	...	...	...
North Carolina	...	...	★	★	●	●	★(e)
North Dakota	...	...	★	★	...	...	...
Ohio	...	...	★	★	★	...	...
Oklahoma	...	...	★	★	...	★	★(f)
Oregon	...	★	...	...	★	...	...
Pennsylvania	...	★	...	★	...	...	★
Rhode Island	★	...	...	★	...	...	★
South Carolina	...	...	★	●	●	...	★
South Dakota	...	...	★	●	●	...	★
Tennessee	...	★	...	★	●	...	...
Texas	...	★	...	★	★	★	★
Utah	...	...	★	...	●	...	★
Vermont	...	...	★	★	●	...	...
Virginia	...	★(c)	...	★	...	...	...
Washington	...	★	...	●	★	...	...
West Virginia	...	...	★	●	●	...	★
Wisconsin	...	★(d)	...	★	...	...	★
Wyoming	...	★	...	★	●	...	...
Dist. of Col.	★	...	...	...	★	...	...

*Mechanical, punch-card or optical scanning vote-counting devices are not used in American Samoa, Guam, Puerto Rico, TTPI, and the Virgin Islands. The use of voting machines was authorized by the 1971 Utah Legislature but are not yet in use.

† ★ indicates high frequency of use and ● indicates low frequency of use.

§The ballot allows the citizen to vote for all candidates of the same party by marking one box or lever.

(a) Except in presidential elections where candidates for the office of presidential electors are on a separate straight-party ticket.

(b) Mandatory in primaries, with certain exceptions.

(c) All precincts having 750 or more registered voters must have voting machines.

(d) Mandatory for municipalities of 10,000 or more population; optional for smaller communities.

(e) In primary only; crossover in general election.

(f) Straight party ticket can only be cast for each level of government.

Table 5
QUALIFICATIONS FOR VOTING

State or other jurisdiction	Minimum residence requirement before election (days)†	Closing date for registration before general election (days)	Cancellation of registration for failure to vote (years)	Registration covers all elections	Who can vote absentee						
					Absent on business	Dis-abled persons	Military personnel (including families)	Absent for religious reasons	Students away at school	Tempo-rarily away from polls on election day	Other
Alabama	10	10	...	★	★	★	★	...	★	★	...
Alaska	30	30	4	★	★	★	★	...	★	★	...
Arizona	50	50	Last general election	★	★	★	★	★	★	★	...
Arkansas	None	20	4	★	★	★	★	★	★	★	(a,b)
California	29	29	...	★	★	★	★	★	★	★	(b)
Colorado	32	32	Last general election	★	★	★	★	★	★	★	(c)
Connecticut	Resident	21	...	★	...	★	★	★	★	★	(d)
Delaware	Resident	3rd Sat. in Oct.	2 consecutive elections	★	...	★	...	...	...	★	...
Florida	None	30	2	★	★	★	★	★	★	★	...
Georgia	Resident	30	3	(e)	★	★	★	★	★	★	(f)
Hawaii	None	30	2	★	★	★	★	★	★	★	(c)
Idaho	Resident	10/5(g)	4	(e)	★	★	★	...	★	★	...
Illinois	30	28	4	★	★	★	★	★	★	★	...
Indiana	30 (in precinct)	29	2	★	★	★	★	...	★	★	...
Iowa	None	10	4	★	...	...	...	...	...	...	(b)
Kansas	Close of registration	20	...	★	...	★	★	...	★	★	...
Kentucky	None	30	4	★	★	★	★	...	★	★	...
Louisiana	Resident	30	4	★	★	★	★	★	★	★	(h,k,u)
Maine	Resident	Election day	...	★	...	★	...	★	...	★	(o)
Maryland	Resident	29	5	(e)	★	★	★	...	★	★	(i)
Massachusetts	Close of registration	28	...	★	...	★	...	★	...	★	...
Michigan	30	30	6	★	★	★	★	★	★	★	(j,k)
Minnesota	20	20(l)	4	(m)	★	★	★	★	★	★	...
Mississippi	30	30	...	★	★	...	★	...	★	...	(n)
Missouri	None	4th Wed. before election	...	★	★	★	★	★	★	★	(k,n)
Montana	30	30	(p)	★	★	★	★	...	★	★	...
Nebraska	None	2nd Fri. before election	...	★	★	...	★	...	★	★	...
Nevada	30	5th Sat. before election	General election	★	★	★	★	★	★	★	...
New Hampshire	10	10	...	★	★	★	★	★	★	★	...
New Jersey	30	29	4	★	★	★	★	★	★	★	...
New Mexico	Resident	42	2	★	★	★	★	★	★	★	...
New York	30	(w)	2	★	★	★	★	...	★	★	(k)
North Carolina	30	21	4	★	★	★	★	...	★	★	...
North Dakota	30	No registration	...	...	★	★	★	...	★	★	...
Ohio	30	30	4	★	★	★	★	★	★	★	(f,q)
Oklahoma	Resident	10	2	★	...	★	★	...	...	★	(c,i)
Oregon	20	8 p.m. election day	...	★	★	★	★	...	★	★	(b)
Pennsylvania	30	30	2	★	★	★	★	...	★	★	...
Rhode Island	30	30	5	★	...	★	...	...	...	★	...
South Carolina	Resident	30	2	★	★	★	★	...	★	...	(n,r)
South Dakota	None	15	4	★	...	...	...	...	...	...	(b)
Tennessee	20	29	4, excluding yr. of registration	★	...	...	...	...	...	...	(b,f,i,s)
Texas	30	30	...	★	...	★	...	★	...	★	(f,i,k,s)
Utah	30	10	...	★	★	★	★	...	★	★	...
Vermont	None	17	...	★	...	★	...	★	...	★	(a,x)

Virginia	Resident	31	4	★	...	★	★	...	★	★	(a,f,k,u)
Washington	30	30	2	★	...	...	...	...	...	...	(t)
West Virginia	29	30	2 elections	★(v)	★	★	★	...	★	★	...
Wisconsin	10	2nd Wed. before election (l)	...	★	...	...	...	...	...	...	(b)
Wyoming	Resident	30	General election	★	...	...	...	...	...	...	(t)
Dist. of Col.	30	30	4	★	★	★	★	...	★	★	...
American Samoa	12 months	7	2	★	★	★	★	...	...	★	(y)
Guam	None	30	Last general election	★	★	★	★	...	★	★	(b)
Puerto Rico	120	1st Mon. in July	...	★	...	...	...	...	...	...	...
Virgin Islands	30	30	2 consecutive general elections	★	★	...	★	...	★	★	...

† When law specifies no residence requirement, "None" is listed; when law states only that the voter must be a bona fide resident, "Resident" is listed.

(a) Illness.
(b) Unable to get to polls.
(c) More than 10 miles away.
(d) Moved within state.
(e) Registration covers national and state elections; municipal registration is separate.
(f) Election officials.
(g) With precinct registrar 10 days before; with county clerk 5 days.
(h) Spouses of military and students; civilian U.S. employees overseas; religious and welfare organizations with armed forces; university professors.
(i) Emergency ballot issued for illness, injury, or death in immediate family.
(j) Over 60.
(k) In jail but not convicted.
(l) Registration at polls with identification.
(m) All except school elections.
(n) Not absent, but prevented by employment from voting at polling place.
(o) Confinement in a jail or penal institution or lives an unreasonable distance from the polls.
(p) Challenge of qualifications; failure to vote in presidential election.
(q) Over 62; some incarcerated persons.
(r) Work overseas; death in family; on vacation; attending a funeral.
(s) Over 65.
(t) Anyone registered.
(u) Merchant marine; citizens working overseas.
(v) In order for permanent registration to be applicable for municipal registration, municipality must pass an ordinance implementing the state law and integrating the city registration with the state law.
(w) Varies according to date set for local registration day.
(x) Injury.
(y) The Election Commissioner disallows absentee ballot voting by residents who have been away from their home district for more than one election (including servicemen & women).

Table 6
POLLING HOURS: GENERAL ELECTIONS

State or other jurisdiction	*Polls open*	*Polls close*	*Notes on hours*
Alabama	8 a.m.	8 p.m.	...
Alaska	8 a.m.	8 p.m.	...
Arizona	6 a.m.	7 p.m.	...
Arkansas	8 a.m	7:30 p.m.	...
California	7 a.m.	8 p.m.	Charter cities may set different hours for municipal elections.
Colorado	7 a.m.	7 p.m.	...
Connecticut	6 a.m.	8 p.m.	...
Delaware	7 a.m.	8 p.m.	...
Florida	7 a.m.	7 p.m.	...
Georgia	7 a.m.	7 p.m.	In cities of 300,000 or more polls remain open until 8 p.m.
Hawaii	7 a.m.	6 p.m.	...
Idaho	8 a.m.	8 p.m.	Polls close 8 p.m. or earlier when all registered electors of the precinct have appeared and voted. County clerk has option of opening polls at 7 a.m.
Illinois	6 a.m.	6 p.m.	...
Indiana	6 a.m.	6 p.m	...
Iowa	7 a.m.	9 p.m.	...
Kansas	7 a.m.	7 p.m.	Hours may be changed by election authorities, but polls must be kept open at least 12 consecutive hours between 6 a.m. and 8 p.m.
Kentucky	6 a.m.	6 p.m.	...
Louisiana	6 a.m.	8 p.m.	Persons within barriers or enclosures of buildings are entitled to vote, but no vote may be cast after 12:00 midnight.
Maine	Between 6 a.m. & 10 a.m.	Between 8 p.m. & 9 p.m.	The municipal officers of each municipality shall determine the time of opening and closing the polls between the times given.
Maryland	7 a.m.	8 p.m.	...
Massachusetts	May open as early as 5:45 a.m.; must be opened by 10 a.m.	8 p.m.	In cities and towns, the polls shall be kept open at least 10 hours.
Michigan	7 a.m.	8 p.m.	...
Minnesota	7 a.m.	8 p.m.	Municipalities of less than 1,000 may establish hours of 9 a.m. to 8 p.m.
Mississippi	7 a.m.	6 p.m.	...
Missouri	6 a.m.	7 p.m.	...
Montana	8 a.m.	8 p.m.	...
	12 p.m.	8 p.m. or earlier when all registered in any precinct have voted.	In precincts of less than 100 registered voters.
Nebraska	7 a.m.	7 p.m.	Mountain Time Zone.
	8 a.m.	8 p.m.	Central Time Zone.
Nevada	7 a.m.	7 p.m.	If punch-card ballots used.
	8 a.m.	7 p.m.	If paper ballots used.
New Hampshire	Varies	Varies	Cities: Polls open not less than 4 hours and may be opened not earlier than 6 a.m. nor later than 8 p.m. Small towns: In towns of less than 700 population the polls shall be open not less than 5 consecutive hours. On written request of 7 registered voters the polls shall be kept open until 6 p.m. In towns of less than 100 population, the polls shall close if all on the checklist have voted. Other towns: Polls shall open not later than 10 a.m. and close not earlier than 6 p.m. On written request of 10 registered voters the polls shall be kept open until 7 p.m.
New Jersey	7 a.m.	8 p.m.	...
New Mexico	8 a.m.	7 p.m.	...
New York	6 a.m.	9 p.m.	...
North Carolina	6:30 a.m.	7:30 p.m.	In voting precincts where voting machines are used, county board of elections may permit closing at 8:30 p.m.
North Dakota	Between 7 a.m. & 9 a.m.	Between 7 p.m. & 8 p.m.	...
Ohio	6:30 a.m.	7:30 p.m.	...
Oklahoma	7 a.m.	7 p.m.	...
Oregon	8 a.m.	8 p.m.	...
Pennsylvania	7 a.m.	8 p.m.	...
Rhode Island	Between 7 a.m. and 12 noon.	9 p.m.	...
South Carolina	8 a.m.	7 p.m.	Lancaster County is allowed to keep polls open until 8 p.m.

Table 6—Concluded
POLLING HOURS: GENERAL ELECTIONS

State or other jurisdiction	Polls open	Polls close	Notes on hours
South Dakota	8 a.m.	7 p.m.	...
Tennessee	Varies	8 p.m. EST 7 p.m. CST	Polls must be open minimum of 10 and maximum of 12 continuous hours.
Texas	7 a.m.	7 p.m.	In counties having less than 100,000 the polls may be opened at 8 a.m. In counties of more than one million population the polls may be opened at 6 a.m.
Utah	7 a.m.	8 p.m.	...
Vermont	Between 6 a.m. & 10 a.m.	Not later than 7 p.m.	Polls must be opened at least 9 consecutive hours during the day.
Virginia	6 a.m.	7 p.m.	...
Washington	7 a.m.	8 p.m.	...
West Virginia	6:30 a.m.	7:30 p.m.	...
Wisconsin	7 a.m.	8 p.m.	1st, 2nd and 3rd class cities.
	9 a.m.	8 p.m.	4th class cities, villages and towns. Opening hours extendable by governing body to not earlier than 7 a.m.
Wyoming	8 a.m.	7 p.m.	...
Dist. of Columbia	7 a.m.	8 p.m.	...
American Samoa	...	...	Hours set by election commissioner.
Guam	8 a.m.	8 p.m.	...
Puerto Rico	9 a.m.	3 p.m.	...
TTPI	7 a.m.	7 p.m.	...
Virgin Islands	8 a.m.	6 p.m.	...

Table 7
PRESIDENTIAL OR PREFERENTIAL DELEGATE PRIMARIES*

State or other jurisdiction	1980 primary date	Presidential candidate ballot access (a)	Purpose of primary	
			Presidential preference	Selection of delegates
Alabama	March 11	V	★	(b)
Alaska	...	...	...	...
Arizona	...	...	...	...
Arkansas (c)	May 27	V	★	...
California	June 3	I	★	(d)
Colorado	...	...	...	...
Connecticut	March 25	I	★	(e)
Delaware	...	...	...	...
Florida	March 11	I	★	...
Georgia	March 11	I	★	...
Hawaii	...	...	...	...
Idaho	May 27	I	★	...
Illinois	March 18	V	★	★(f)
Indiana	May 6	V	★	...
Iowa	...	...	...	...
Kansas	April 1	V	★	★
Kentucky	May 27	I	★	...
Louisiana	April 5	I	★	...
Maine	...	...	...	...
Maryland	May 13	I	★	★(f)
Massachusetts	March 4	I	★	...
Michigan	May 20	I	★	...
Minnesota	...	...	...	...
Mississippi (g)	June 3	I	★	★
Missouri	...	...	...	...
Montana	June 3	V	★	...
Nebraska	May 13	I	★	★
Nevada	May 27	I	★	...
New Hampshire	Feb. 26	V	★	★
New Jersey	June 3	V	★	★
New Mexico	June 3	I	★	...
New York	March 25	...	...	★(f)
North Carolina	May 6	I	★	...
North Dakota	...	...	...	...
Ohio	June 3	V	★	★
Oklahoma	...	...	...	...
Oregon	May 20	V	★	...
Pennsylvania	April 22	V	★	★(f)
Rhode Island	June 3	I	★	★
South Carolina (g)	March 8	I	★	...
South Dakota	June 3	V	★	★
Tennessee	May 6	I	★	★
Texas (g)	May 3	V	★	★
Utah	...	...	...	...
Vermont	March 4	V	★	...
Virginia	...	...	...	...
Washington	...	...	...	...
West Virginia	June 3	V	★	★
Wisconsin	April 1	I	★	...
Wyoming	...	...	...	...
Dist. of Col.	May 6	V	★	★
Puerto Rico (g)	Feb. 17	V	★	★
(c)	March 16	V	★	★

*Source: Federal Election Commission. The dates and methods may change at any time. This information is current as of fall 1979.

(a) I—Involuntary (candidates placed on ballot by state officials or delegates). V—Voluntary (presidential candidate takes required action to have name placed on ballot).

(b) The presidential candidate or representative may nominate delegates.

(c) Democratic primary only.

(d) Each candidate for president files list of delegates.

(e) Delegates selected according to party rules.

(f) District delegates.

(g) Republican primary only.

Table 8
OFFICERS WITH STATEWIDE JURISDICTION TO BE ELECTED: 1980-81*

State or other jurisdiction	1980 general election (a)	Governor	Lt. governor	Secretary of state	Attorney general	Treasurer	Auditor	Chief justice of supreme court	Supreme court judge or justice	Court of appeals judge	Board of education members	Public utilities commissioners	Superintendent of public instruction	Other	State legislatures: members to be elected		U.S. Congress: members to be elected	
															Senate	House	Senate	House
Alabama	Nov. 4	...	...	...	...	...	...	...	3	2(b)	4	1(c)	...	...	...	...	1	7
Alaska	Nov. 4	...	...	...	...	...	...	...	1	...	...	...	...	...	½	All	1	1
Arizona	Nov. 4	...	...	...	...	...	...	...	1	5	...	1	...	State mine inspector	All	All	1	4
Arkansas	Nov. 4	★	★	★	★	★	★	...	1	...	...	...	...	Commr. of state lands	½(d)	All	1	4
California	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	½	All	1	43
Colorado	Nov. 4	...	...	...	...	...	...	...	1	4	1	...	...	3 regents of the University of Colorado	½(d)	All	1	5
Connecticut	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	2 associate court justices	All	All	1	6
Delaware	Nov. 4	★	★	...	...	★	★	...	...	...	...	...	...	Insurance commr.	½(d)	All	1	1
Florida	Nov. 4	...	...	...	...	...	...	...	5	...	...	...	...	...	½	All	1	15
Georgia	Nov. 4	...	...	...	...	...	...	...	2	4	...	1	...	55 superior court judges; 36 district attorneys	All	All	1	10
Hawaii	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	½(d)	All	1	2
Idaho	Nov. 4	...	...	...	...	...	...	...	2(e)	...	...	...	...	...	All	All	1	2
Illinois	Nov. 4	...	...	...	...	...	...	...	1	...	...	...	...	Comptroller; 3 Univ. of Ill. trustees	1/3	All	0	24
Indiana	Nov. 4	★	★	...	★	...	...	...	...	...	...	...	★	Reporter of supreme court	½	All	1	11
Iowa	Nov. 4	...	...	...	...	...	...	...	5	...	...	...	...	...	1/3	All	1	6
Kansas	Nov. 4	...	...	...	...	...	...	...	3	4	5	...	...	...	All	All	1	5
Kentucky	Nov. 4	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	0	7
(1981)	Nov. 3	...	...	...	...	...	...	...	...	...	...	...	...	...	½	All	...	...
Louisiana	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	8
Maine	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	All	All	0	2
Maryland	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	8
Massachusetts	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	8 Executive Council members	All	All	0	12
Michigan	Nov. 4	...	...	...	...	...	...	...	2	...	2	...	...	6 trustees of state universities	...	All	1	19
Minnesota	Nov. 4	...	...	...	...	...	...	...	4	...	...	...	...	...	All	All	0	8
Mississippi	Nov. 4	...	...	...	...	...	...	...	3	...	...	...	...	...	...	...	1	5
Missouri	Nov. 4	★	★	★	★	★	...	...	1	...	...	...	...	...	½	All	1	10
Montana	Nov. 4	★	★	★	★	...	★	★(i)	1(i)	...	...	3	★	...	½	All	0	2
Nebraska	Nov. 4	...	...	...	...	...	...	...	1	...	4	2	...	4 Board of Regents members	½(d)	(f)	1	3
Nevada	Nov. 4	...	...	...	...	...	...	...	2	...	4	...	...	2 University Board of Regents members	½	All	1	1
New Hampshire	Nov. 4	★	...	...	...	...	...	...	...	...	...	...	...	5 executive councilors	All	All	1	2
New Jersey	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	15
(1981)	Nov. 3	★	...	...	...	...	...	...	...	...	...	...	...	...	All	All	...	...

New Mexico	Nov. 4	...	...	...	...	...	...	...	2	1	3	...	...	1 corporation commr.	5/6	All	0	2
New York	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	All	All	1	39
North Carolina	Nov. 4	★	★	★	★	★	★	...	2	3	...	...	★	Commr. of agric.; Commr. of labor; Commr. of insurance	All	All	1	11
North Dakota	Nov. 4	★	★	★	★	★	★	...	1	...	...	1	★	Commr. of agric.; Commr. of insurance; Tax commr.	½(d)	All	...	1
Ohio	Nov. 4	...	...	...	...	...	...	...	2	...	8	...	...	...	½(d)	All	1	23
Oklahoma	Nov. 4	...	...	...	...	...	...	...	3	1(g)	...	1	...	...	½	All	1	6
Oregon	Nov. 4	...	...	★	★	★	...	...	2	2	...	...	...	...	½	All	1	4
Pennsylvania	Nov. 4	...	...	...	★	★	★	...	...	...	...	...	...	...	½	All	1	25
Rhode Island	Nov. 4	★	★	★	★	★	...	...	...	...	...	...	...	...	All	All	1	2
South Carolina	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	All	All	1	6
South Dakota	Nov. 4	...	...	...	...	...	...	...	...	...	...	1	...	...	All	All	1	2
Tennessee	Nov. 4	...	...	...	...	...	...	...	...	1	...	1	...	...	½(d)	All	1	8
Texas	Nov. 4	...	...	...	...	...	...	...	3	3	8	...	...	2 Railroad Commission members	½(d)	All	0	24
Utah	Nov. 4	★	★(h)	...	★	★	★	...	1	...	4	...	...	...	½	All	1	2
Vermont	Nov. 4	★	★	★	★	★	★	...	...	...	...	...	...	...	All	All	1	1
Virginia	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	10
(1981)	Nov. 3	★	★	...	★	...	...	...	...	...	...	...	...	...	...	All	...	...
Washington	Nov. 4	★	★	★	★	★	★	...	3	4	...	...	★	Insurance commr.; Commr. of public lands	½(d)	All	1	7
West Virginia	Nov. 4	★	...	★	★	★	★	...	2	...	...	...	...	Commr. of agriculture	½	All	1	4
Wisconsin	Apr. 1(l)	...	...	...	...	...	...	...	1	4	...	...	...	Circuit court judges (number varies)	...	...	...	...
	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	½(d)	All	1	9
(1981)	Apr. 7(l)	...	...	...	...	...	...	...	1	4	...	...	★	Circuit court judges (number varies)	...	...	...	...
Wyoming	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	½	All	0	1
Dist. of Col.	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	(k)	0	1(j)
American Samoa	Nov. 4	★	★	...	...	...	...	...	...	...	...	...	...	...	All	All	0	1(j)
Guam	Nov. 4	...	...	...	...	...	...	...	...	...	5	...	...	16 Village Commrs.	All	(f)	...	1(j)
Puerto Rico	Nov. 4	★	...	...	...	...	...	...	...	...	...	...	...	...	All	All	0	0
Virgin Islands	Nov. 4	...	...	...	...	...	...	...	...	...	...	...	...	...	All	(f)	...	1(j)

---

*In several states, either some or all elected officials with statewide jurisdiction do not appear in the table as their terms are such that no elections for them occur in 1980 or 1981.

(a) Elections in 1981 are indicated by "1981" before the date.

(b) 1 Civil Court of Appeals judge; 3 Court of Criminal Appeals judges.

(c) President of Public Service Commission.

(d) Approximately.

(e) The vote for supreme court justice is usually decided at the primary elections. If one or 2 candidates run in the primary, the candidate who receives a majority of votes cast is declared the winner and does not run in the general election. If there are more than 2 candidates and none receives a majority, the 2 candidates receiving the most votes run in the general election.

(f) Unicameral legislature.

(g) 1 Court of Criminal Appeals judge; 2 Court of Appeals judges.

(h) Lieutenant governor/secretary of state are one office.

(i) These offices will appear on the 1980 ballot because the candidate must be elected to complete the term of office created by a vacancy.

(j) Nonvoting delegate to the U.S. House of Representatives.

(k) 6 members of Council of the District of Columbia.

(l) Nonpartisan election.

Table 9
PRIMARY ELECTIONS FOR STATE OFFICERS

State or other jurisdiction	*Dates for 1980 primaries for officers with statewide jurisdiction (a)*		Method of nominating candidates (b)	*Party affiliation for primary voting*		*Voters receive ballot of*	
	1980 primary	*Runoff primary*		*Recorded on registration form*	*Declare for party ballot*	*One party*	*All parties participating*
Alabama	Sept. 2	Sept. 23	C,P(c)	...	★(d)	★	...
Alaska	Aug. 26	...	P	...	...	...	★(e)
Arizona	Sept. 9	...	P	★	...	★	...
Arkansas	May 27	June 10	C,P(c)	...	★(d)	★	...
California	June 3	...	P	★	...	★	...
Colorado	Sept. 9	...	X(f)	★	...	★	...
Connecticut	Sept. 9 (g)	...	X	★(h)	...	★(i)	...
Delaware	Sept. 6	...	P	★	...	★	...
Florida	Sept. 9	Oct. 7	P	★	...	★	...
Georgia	Aug. 12	Sept. 2	C,P(c)	...	★(j)	★	...
Hawaii	Sept. 20	...	P	...	...	...	★(l)
Idaho	May 27	...	P	...	...	...	★(l)
Illinois	March 18	...	C,P(m)	...	★(n)	★	...
Indiana	May 6	...	C,P(u)	...	★(j)	★	...
Iowa	June 3	...	X(o)	★(p)	...	★	...
Kansas	Aug. 5	...	C,P	...	★(k)	★	...
Kentucky	(1981) May 26	...	P	★	...	★	...
Louisiana	Sept. 15	...	P	★	...	...	★(e)
Maine	June 10	...	P	★	...	★	...
Maryland	May 13	...	P	★	...	★	...
Massachusetts	Sept. 16	...	P	★(q)	...	★	...
Michigan	Aug. 5	...	P(r)	...	...	...	★(l)
Minnesota	Sept. 9	...	P	...	...	...	★(l)
Mississippi	June 3	June 24	P	...	★(d)	★	...
Missouri	Aug. 5	...	P	...	★(n)	★	...
Montana	June 3	...	P	...	...	...	★(l)
Nebraska	May 13	...	P	★	...	★	...
Nevada	Sept. 9	...	P	★	...	★	...
New Hampshire	Sept. 9	...	P	★	...	★	...
New Jersey	(1981) June 2	...	P	...	★(k)	★	...
New Mexico	June 3	...	C,P	★	...	★	...
New York	Sept. 9	...	CC,P	★	...	★	...
North Carolina	May 6	June 3	P	★	...	★	...
North Dakota	Sept. 2	...	P	...	...	...	★(l)
Ohio	June 3	...	P	...	★(j)	★	...
Oklahoma	Aug. 26	Sept. 16	P	★	...	★	...
Oregon	May 20	...	P	★	...	★	...
Pennsylvania	April 22	...	P	★	...	★	...
Rhode Island	Sept. 9	...	P	...	★(n)	★	...
South Carolina	June 10	(t)	C,P(c)	...	★	★	...
South Dakota	June 3	...	X(o)	★	...	★	...
Tennessee	May 6	...	P	...	★(n)	★	...
Texas	May 3	June 7	P	...	★(d)	★	...
Utah	Sept. 9	...	X(f)	...	...	...	★(l)
Vermont	Sept. 9	Sept. 23	P	...	...	...	★(l)
Virginia	(1981) June 9	...	C,P(c)	...	★(d)	★	...
Washington	Sept. 16	...	P	...	...	...	★(e)
West Virginia	June 3	...	P	★	...	★	...
Wisconsin	Sept. 9(v)	...	P	...	...	...	★(l)
Wyoming	Sept. 9	...	P	★(i)	...	★	...
Dist. of Col.	Sept. 9	...	P	★	...	★	...
Guam	Sept. 6	...	P	...	...	...	★(l)
Puerto Rico	(s)	(s)	C	...	★	★	...

(a) Primaries for statewide offices in 1981 include (1981) before the date. For a listing of candidates to be voted upon, see Table 8.

(b) Abbreviations: C—Convention; P—Direct primary; C,P—Some candidates in convention, some in direct primary; X—Combination of convention and direct primary; CC,P—State central committees or direct primary.

(c) The party officials may choose whether they wish to nominate candidates in convention or by primary elections. Usually major party candidates are elected by primary.

(d) Political party law prescribes individual party membership.

(e) Blanket primary—voting is permitted for candidates of more than one party.

(f) Preprimary designation assemblies are held in Colorado and preprimary convention assemblies are held in Utah. If one candidate in Utah receives 70 percent of the delegate vote he is certified the candidate and is not required to run in the primary.

(g) If nominee of party convention is challenged by one receiving at least 20 percent of delegate vote at convention and obtains at least 5,000 signatures from any party members on a primary petition.

(h) A party enrollment list of party members is maintained separate from the registration books.

(i) Party affiliation can be declared if uncommitted, or changed at the polls on primary election day.

(j) By written declaration. Ohio: party selection in primary is noted on registration slip at each election.

(k) Party designation is made the first time a voter participates in a primary election by his selection of a "party ballot." This designation becomes permanent until changed at the election officer's office no later than 50 days before another primary in New Jersey; Kansas: 20 days.

(l) Voter is restricted to candidates of one party only. Ballots of all parties are received by voter and his party registration is private.

(m) Trustees of the University of Illinois are the only state officers nominated in convention.

(n) Declaration or request for ballot.

(o) If for any office no candidate receives 35 percent of votes cast at the primary, a convention is held to select a candidate.

(p) Party affiliation may be changed at the primary, but if challenged, a voter must take an oath that the change is made in good faith. The new party designation is entered in registration form.

(q) A voter who is a member of no party may declare to vote in a party's primary up to and including election day. By filling out a card after he votes, an elector may return to being a member of no party after the election.

(r) The governor is the only state officer nominated by primary election.

(s) Primaries are not mandatory unless party regulations require them.

(t) First runoff held two weeks after primary; second runoff held two weeks after that, if necessary.

(u) Republican and Democratic parties must nominate candidates by primary in all cases except towns under 3,000 population. In those towns, candidates are nominated by convention.

(v) For partisan election only. Nonpartisan primary held Feb. 19; election April 1.

Table 10
VOTER TURNOUT FOR PRESIDENTIAL ELECTIONS: 1968, 1972, AND 1976*
(In thousands)

	1976			1972			1968		
State or other jurisdiction	*Voting age population (a, b)*	*Number registered*	*Number voting*	*Voting age population (a, b)*	*Number registered*	*Number voting*	*Voting age population (a, c)*	*Number registered*	*Number voting*
Total	150,041	105,837	81,556	140,068	92,702	77,899	120,285	82,029	73,603
Alabama	2,501	1,865	1,183	2,314	1,764	1,006	1,993	1,389	1,039
Alaska	231	207	124	197	149	95	166(d)	(e)	83
Arizona	1,555	980	743	1,295	862	654	975	615	487
Arkansas	1,503	1,021	768	1,354	1,010	648	1,143	846	610
California	15,294	9,982	7,867	13,969	10,466	8,368	11,885	8,588	7,252
Colorado	1,773	1,349	1,082	1,586	1,220	954	1,251	967	810
Connecticut	2,211	1,669	1,382	2,089	1,648	1,384	1,826	1,342	1,256
Delaware	403	301	236	378	293	236	314	249	214
Florida	6,326	4,094	3,151	5,242	3,487	2,583	4,124	2,765	2,188
Georgia	3,375	2,302	1,467	3,098	2,043	1,173	2,851(b)	1,850	1,250
Hawaii	600	363	291	536	338	270	439(f)	274	236
Idaho	567	520	344	491	397	310	397	367	291
Illinois	7,718	6,252	4,719	7,532	6,215	4,723	6,667	5,676	4,620
Indiana	3,640	3,010	2,220	3,496	3,019	2,126	3,003	2,653	2,124
Iowa	2,010	1,407	1,279	1,936	(e)	1,226	1,673	(e)	1,165
Kansas	1,610	1,113	958	1,553	(e)	916	1,346	(e)	873
Kentucky	2,374	1,713	1,167	2,204	1,455	1,067	2,063(b)	1,471	1,056
Louisiana	2,532	1,866	1,278	2,373	1,785	1,051	2,002	1,449	1,097
Maine	741	696	483	683	616	417	592	510	393
Maryland	2,863	1,950	1,440	2,690	1,816	1,354	2,271	1,596	1,235
Massachusetts	4,173	2,912	2,548	3,968	3,096	2,459	3,459	2,591	2,357
Michigan	6,268	5,202	3,654	5,868	4,763	3,490	5,032	3,950	3,306
Minnesota	2,721	2,566	1,950	2,546	(e)	1,742	2,154	(e)	1,591
Mississippi	1,544	(e)	769	1,435	N.A.	646	1,229	775	655
Missouri	3,348	2,553	1,954	3,228	(e)	1,853	2,813	(e)	1,810
Montana	518	455	329	469	387	318	403	331	274
Nebraska	1,080	841	608	1,030	712	577	881	638	537
Nevada	424	251	202	357	231	182	284	189	154
New Hampshire	574	478	340	520	450	334	427	379	297
New Jersey	5,154	3,770	3,014	4,997	3,673	2,997	4,358	3,320	2,875
New Mexico	771	527	418	671	505	386	539	445	327
New York	12,910	8,199	6,534	12,663	9,207	7,323	11,336	8,113	7,182
North Carolina	3,847	2,554	1,679	3,496	2,358	1,519	2,921	1,859	1,587
North Dakota	432	(e)	297	413	(e)	281	354	(e)	248
Ohio	7,459	4,693	4,112	7,123	4,628	4,095	6,252	3,907(g)	3,960
Oklahoma	1,937	1,401	1,092	1,809	1,247	1,030	1,540	1,163	943
Oregon	1,653	1,420	1,030	1,503	1,198	928	1,231	972	820
Pennsylvania	8,441	5,750	4,621	8,193	5,872	4,592	7,273	5,599	4,748
Rhode Island	648	545	411	671	532	416	573	471	385
South Carolina	1,933	1,113	803	1,748	1,034	674	1,427	853	667
South Dakota	469	426	301	447	392	307	384	348	281
Tennessee	2,958	1,912	1,476	2,758	1,990	1,201	2,325	1,840	1,249
Texas	8,503	6,319	4,072	7,655	5,500(h)	3,471	6,327	4,074	3,079
Utah	783	705	541	699	621	478	551	475	423
Vermont	329	284	188	306	273	187	252	208	161
Virginia	3,528	2,124	1,697	3,202	2,107	1,457	2,717	1,511	1,360
Washington	2,536	2,065	1,556	2,306	1,975	1,471	1,975	1,650	1,304
West Virginia	1,281	1,084	751	1,221	1,063	762	1,061	993	754
Wisconsin	3,211	2,566	2,104	2,991	(e)	1,853	2,543	2,425	1,692
Wyoming	266	195	156	229	N.A.	146	190	143	127
Dist. of Col.	514	268	169	530	305	163	495	202	171

**Sources:* Compiled from U.S. Department of Commerce, Bureau of the Census, *Statistical Abstract of the United States*; and Newspaper Enterprise Association, *The World Almanac*; and National Republican Congressional Committee.

N.A. Not available.

(a) Estimated as of November 1 of the year indicated. Includes armed forces stationed in each state, aliens, and institutional population.

(b) Population age 18 and over.

(c) Population age 21 and over, except where noted.

(d) Population age 19 and over.

(e) No statewide registration required.

(f) Population age 20 and over.

(g) State does not require total registration.

(h) Estimated by secretary of state.

Table 11
VOTER TURNOUT IN NONPRESIDENTIAL ELECTION YEARS: 1970, 1974, AND 1978*
(In thousands)

	1978			1974			1970		
State or other jurisdiction	*Voting age population (a, b)*	*Number registered*	*Number voting (c)*	*Voting age population (a, b)*	*Number registered*	*Number voting (c)*	*Voting age population (a, d)*	*Number registered*	*Number voting (c)*
Total	155,492	104,829	61,038	145,035	97,303	57,357	124,498	76,373	58,983
Alabama	2,604	1,938	730(e)	2,404	1,793	598(f)	2,042	1,626	855(f)
Alaska	272	238	130	213	169	99	178(g)	107	82
Arizona	1,642	969	551	1,444	891	564	1,056	618	421
Arkansas	1,535	1,047	524(f)	1,420	997	546(f)	1,180	881	609(f)
California	16,052	10,130	7,132	14,595	9,928	6,635	12,376	8,706	6,633
Colorado	1,900	1,345	848	1,710	1,227	829(f)	1,328	969	668(f)
Connecticut	2,279	1,626	1,061	2,149	1,562	1,125	1,886	1,393	1,121
Delaware	418	278	166	390	279	160(h)	326	246	161(i)
Florida	6,502	4,217	2,530	5,856	3,621	1,828(f)	4,451	2,797	1,731(f)
Georgia	3,543	2,183	663(f)	3,251	2,090	936(f)	2,985(b)	1,961	1,045(f)
Hawaii	637	395	293	574	343	273	473(j)	292	248
Idaho	597	526	297	528	440	264	418	365	245(f)
Illinois	7,975	5,809	3,343	7,612	5,906	3,085	6,795	5,338	3,731
Indiana	3,752	2,851	1,405	3,577	2,937	1,753(i)	3,104	2,716	1,738(i)
Iowa	2,057	1,588	843(f)	1,958	1,013	920(f)	1,712	(k)	791(f)
Kansas	1,694	1,182	749(i)	1,581	1,143	794(i)	1,380	(k)	745(f)
Kentucky	2,457	1,666	477(i)	2,284	1,473	746(i)	2,136(b)	1,506	474(h)
Louisiana	2,674	1,821	840(l)	2,443	1,727	546(h)	2,058	1,439	363(h)
Maine	776	692	375(i)	714	632	364(f)	601	522	325(f)
Maryland	2,991	1,888	1,012(f)	2,783	1,738	949(f)	2,372	1,597	973(f)
Massachusetts	4,230	2,920	2,044	4,052	2,928	1,896	3,538	2,629	2,043
Michigan	6,405	5,230	2,985	6,077	4,786	2,657(f)	5,200	4,060	2,656(f)
Minnesota	2,828	2,511	1,625	2,631	1,922	1,296	2,248	(k)	1,389
Mississippi	1,612	1,150	584(i)	1,505	1,152	306(h)	1,253	1,005	324(i)
Missouri	3,471	2,579	1,546(m)	3,306	2,165	1,224(i)	2,913	(k)	1,283(i)
Montana	538	410	297	494	374	260	410	325	255
Nebraska	1,117	833	511	1,056	788	467	906	708	471
Nevada	461	268	195	390	237	172	303	193	150
New Hampshire	614	489	279	551	421	236	452	387	229
New Jersey	5,305	3,602	2,060	5,070	3,502	2,184	4,507	3,168	2,209
New Mexico	815	598	357	717	504	339	561	406	301
New York	12,967	7,801	4,929	12,701	8,341	5,544	11,543	7,931	6,150
North Carolina	3,964	2,430	1,136(i)	3,677	2,280	1,020(i)	3,043	1,899	930(h)
North Dakota	461	(k)	235	425	(k)	242	360	(k)	226
Ohio	7,589	5,222	3,018	7,296	4,442	3,151	6,419	(k)	3,276
Oklahoma	2,043	1,366	801	1,872	1,341	822	1,605	1,202	712
Oregon	1,750	1,473	911(f)	1,581	1,143	793	1,308	955	681
Pennsylvania	8,611	5,590	3,742(f)	8,312	5,529	3,500(f)	7,412	5,420	3,700(f)
Rhode Island	678	534	332	654	514	322(f)	596	462	345(f)
South Carolina	2,011	1,098	633(i)	1,842	998	523(f)	1,487	889	485(f)
South Dakota	484	421	260(f)	459	402	279(i)	389	351	240(f)
Tennessee	3,107	2,138	1,190(f)	2,859	1,960	1,064	2,410	1,709	1,108(f)
Texas	9,063	5,682	2,370(f)	8,075	5,348	1,655(f)	6,658	4,149	2,236(f)
Utah	827	667	385	741	620	423	583	561	374(i)
Vermont	344	286	125	316	267	145	265	230	156
Virginia	3,736	2,027	1,251	3,375	2,051	924(h)	2,823	1,765	946(i)
Washington	2,651	1,961	1,029	2,419	1,896	1,044	2,078	1,563	1,121
West Virginia	1,341	1,021	493	1,240	1,025	416(h)	1,077	931	446(i)
Wisconsin	3,319	1,682	1,501(f)	3,090	(k)	1,199(i)	2,615	(k)	1,343(f)
Wyoming	290	201	142	245	185	132	198	135	122
Dist. of Col.	499	250	103	515	273	108(n)	483	260(o)	117(o)

---

*Source: Compiled from U.S. Department of Commerce, Bureau of the Census, *Statistical Abstract of the United States*, and unpublished data from the National Republican Congressional Committee.

(a) Estimated as of November 1 of the year indicated. Includes armed forces stationed in each state, aliens, and institutional population.

(b) Population age 18 and over.

(c) Number represents total voting in general election for all races for the year indicated, except where noted. Total persons voting restricted to number of ballots recorded by secretaries of states as having been cast.

(d) Population age 21 and over, except where noted.

(e) Senate unexpired term.

(f) Total vote for largest race—governor.

(g) Population age 19 and over.

(h) Total vote for largest race—congressperson.

(i) Total vote for largest race—senator.

(j) Population age 20 and over.

(k) No statewide registration required.

(l) Open senatorial primary, September 16, 1978.

(m) Total vote for largest race—auditor.

(n) Total vote for largest race—mayor.

(o) For election which took place March 23, 1971.

Table 12
VOTING STATISTICS FOR GUBERNATORIAL ELECTIONS*

State or other jurisdiction	Primary			General Election						
	Republican	Democrat	Total	Republican	Percent	Democrat	Percent	Other	Percent	Total
Alabama	18,832	834,686	853,518	196,963	25.9	551,886	72.6	11,625	1.6	760,474
Alaska	81,422	20,845	102,267	49,580	39.1	25,656	20.2	51,674	40.6	126,910
Arizona	112,637	139,667	252,304	241,093	44.8	282,605	52.5	14,858	2.7	538,556
Arkansas	unopposed	442,119	442,119	192,256	36.7	331,611	63.3	...	...	523,867
California	2,299,017	3,122,614	5,421,631	2,526,534	36.5	3,878,812	56.0	515,927	7.5	6,921,273
Colorado	134,871	unopposed	134,871	317,292	38.5	483,985	58.7	22,530	2.8	823,807
Connecticut	unopposed	203,504	203,504	422,316	40.7	613,109	59.1	...	...	1,035,425
Delaware†	unopposed	unopposed	...	130,531	56.9	97,480	42.5	1,552	0.6	229,563
Florida	369,413	1,015,156	1,384,569	1,123,888	44.4	1,406,580	55.6	...	...	2,530,568
Georgia	23,769	640,104	663,873	128,139	19.3	534,572	80.7	...	...	662,711
Hawaii	22,330	259,458	281,788	124,610	44.3	153,394	54.5	3,583	1.3	281,587
Idaho	116,628	unopposed	116,628	114,149	39.6	169,540	58.8	4,877	1.7	288,566
Illinois	unopposed	684,578	684,578	1,859,684	59.0	1,263,134	40.1	27,[illegible]	1.0	3,150,001
Indiana†	unopposed	550,021	550,021	1,236,555	56.8	927,243	42.6	11,5[illegible]	0.6	2,175,324
Iowa	155,562	106,667	262,229	491,713	58.3	345,519	41.0	5,882	0.7	843,114
Kansas	204,051	124,948	328,999	348,015	47.3	363,835	49.4	24,396	3.3	736,246
Kentucky§	565,814	132,642	698,456	379,932	41.0	553,077	59.0	...	...	933,009
Louisiana§	...	...	1,385,852(a)	690,691	50.3	681,134	49.7	...	...	1,371,825
Maine	73,440	70,671	144,111	126,862	34.3	176,493	47.7	65,889	17.8	369,244
Maryland	129,388	563,748	693,136	293,635	29.0	718,328	71.0	...	...	1,011,963
Massachusetts	247,197	845,905	1,093,102	926,072	47.2	1,030,297	52.5	...	...	1,956,366
Michigan	unopposed	605,199	605,199	1,628,485	56.8	1,237,256	43.2	...	...	2,865,741
Minnesota	207,708	481,719	689,427	830,019	52.3	718,244	45.3	37,331	2.3	1,585,594
Mississippi§	688,274	30,399	718,673	247,162	39.0	382,512	61.0	...	...	629,674
Missouri†	297,590	819,960	1,117,550	958,110	49.6	971,184	50.2	4,281	0.2	1,933,575
Montana†	82,915	unopposed	82,915	115,848	36.6	195,420	61.7	5,452	1.7	316,720
Nebraska	194,757	128,617	323,374	275,473	56.0	216,754	44.0	...	...	492,227
Nevada	43,392	81,020	124,412	108,097	56.2	76,361	39.7	7,987	4.2	192,445
New Hampshire	75,829	36,026	111,855	122,464	45.4	133,133	49.4	13,990	5.3	269,587
New Jersey‡	355,525	573,911	929,436	870,390	42.7	1,169,408	57.3	...	...	2,039,798
New Mexico	46,105	145,253	191,358	170,848	49.5	174,631	50.5	...	...	345,479
New York	...	717,779	717,779	2,156,404	45.2	2,429,272	50.9	182,643	3.8	4,768,319
North Carolina†	115,852	677,931	793,783	564,102	33.9	1,081,293	65.0	18,429	1.1	1,663,824
North Dakota†	56,411	unopposed	56,411	138,321	46.5	153,309	51.6	5,619	1.9	297,249
Ohio	579,693	581,709	1,161,402	1,402,167	49.3	1,354,631	47.6	86,528	3.0	2,843,326
Oklahoma	96,314	552,416	648,730	367,055	47.2	402,240	51.7	8,119	1.0	777,414
Oregon	244,214	276,804	521,018	498,452	54.7	409,411	44.9	...	...	907,863
Pennsylvania	972,693	1,242,289	1,214,982	1,966,042	52.5	1,737,888	46.4	37,655	1.0	3,741,585
Rhode Island	unopposed	unopposed	...	96,596	30.7	197,386	62.8	20,381	6.5	314,363
South Carolina	23,683	331,835	355,518	236,946	37.8	385,016	61.4	5,338	0.9	627,300
South Dakota	90,934	69,481	160,415	147,116	56.6	112,679	43.4	...	...	259,795
Tennessee	230,300	704,872	935,172	661,959	55.6	523,495	44.0	4,139	0.4	1,189,593
Texas	126,980	1,780,564	1,907,544	1,183,839	50.0	1,166,979	49.2	18,834	0.8	2,369,652
Utah†	162,806	85,737	248,543	248,027	46.0	280,706	52.0	10,916	2.0	539,649
Vermont	unopposed	12,815	12,815	78,181	62.8	42,482	34.1	3,629	2.9	124,292
Virginia‡	unopposed	493,920	493,920	696,685	55.7	544,903	43.5	9,976	0.8	1,251,564
Washington†	282,426	507,302	789,728	687,039	44.4	821,797	53.1	37,546	2.5	1,546,382
West Virginia†	142,644	366,860	509,504	253,420	33.8	495,661	66.2	189	...	749,270
Wisconsin	314,673	338,631	653,304	816,056	54.4	673,813	44.9	10,935	0.7	1,500,804
Wyoming	66,049	42,210	108,259	67,595	49.1	69,972	50.9	...	...	137,567

**Source: Congressional Quarterly Weekly Reports.* Figures are for 1978 except where indicated: † 1976; ‡ 1977; § 1979.

(a) Louisiana has an open primary which requires all candidates, regardless of party affiliation, to appear on a single ballot. Persons receiving over 50 percent of the vote are elected. If no majority on first ballot, a single election is held between the two candidates receiving the most votes.

Section II
THE LEGISLATURES

THE STATE LEGISLATURES

By William Pound*

LEGISLATIVE IMPROVEMENT and modernization efforts, which had begun in the 1960s, culminated in the 1970s. Most recently, legislatures have been consolidating these reforms and increasingly concentrating on governmental evaluation and oversight activities. This has not meant a turning away from legislative improvement concerns, but implies an evolution of these concerns from the removal of constitutional restrictions on legislative activity, compensation, and session time, to making more effective use of legislative time and resources.

Legislatures have reasserted their role as equal partners with the executive and judicial branches of state government during recent years, and established a meaningful role for themselves in the implementation and management of federal policies and programs. These events were stimulated by the removal of constitutional restrictions on legislative session time, legislator compensation, and the ability of legislative bodies to call themselves into session and determine their own agenda. The importance of legislative reapportionment, beginning with the U.S. Supreme Court decisions in *Baker* v. *Carr* (1963) and *Reynolds* v. *Sims* (1965), to renewed legislative vigor should not be underestimated. The growth and professionalization of legislative staff have been important contributing factors. Finally, the legitimacy of new areas of legislative activity, such as the review of federal funds or administrative rulemaking, has been affirmed by court decisions or constitutional authorization in a number of states.

Legislative Improvement

Legislative improvement has encompassed a variety of institutional changes involving rules and procedures, institutional structure, salaries and benefits, and constitutional authorizations of legislative power. The movement for such changes came both from within state legislatures and from organized citizen groups in many states. The Citizens Conference on State Legislatures (now Legis 50) was active in the legislative reform movement on a national basis, and various committees of the National Legislative Conference (1955-1974) and the National Conference of State Legislatures (post-1974) have evaluated and issued recommendations on legislative rules, procedures, and activities. A reevaluation of *Key Points in Legislative Procedure*, a summary of the most important procedural reforms, has recently been published by the NCSL Legislative Management Committee.

By 1980, 43 states had moved to annual legislative sessions through formal or informal arrangements (see Table 17). This reflects no change in practice during the most recent biennium, although Washington voters formally authorized limited regular annual sessions in 1979 (105 calendar days and 60 calendar days). Prior to this, the Washington legislature had frequently met in extraordinary session at the call of the governor during the second year of the biennium. Kentucky voters approved a constitutional change which, when phased-in over several years, will move Kentucky from odd- to even-year legislative elections and have the effect of making the interim legislative work period available to the legislature prior to, rather than after, its biennial session. This constitutional change was advocated by legislative leaders to increase legislative work time and effectiveness without requiring annual sessions.

---

*Mr. Pound is Director of State Services, National Conference of State Legislatures.

These developments in Kentucky and Washington are reflective of a current trend in state legislatures to reevaluate the use of legislative time, the necessity for unlimited annual sessions, and the need to preserve a balance between legislative time demands and the other roles played by a citizen-legislator. One result of the legislative reform movement had been an expansion of the amount of time spent in session as well as a considerable increase in interim committee and other related activity (see Tables 15 and 16). In reaction to this, many legislators have begun to reexamine the use of legislative time and seek procedures to make legislative sessions and work periods more productive. Examples of this are a renewed interest in self-imposed deadlines for bill introductions, committee hearings, and floor consideration, and limitations on bill introductions.

Limitations on the number of bills a member may introduce, used for some years in the Indiana house and in Nebraska were adopted in Colorado with success in 1978. All introduction limits exempt prefiled bills and thus encourage prefiling, which allows the legislature to more effectively utilize the early days of a session. Forty-four legislatures allow bills to be filed by members prior to the beginning of a session. Interim committees are being used more effectively in most legislatures, and the practice of maintaining standing committees during the interim and allowing consideration of bills prior to the session is growing.

Allowing bills introduced in the first session to be carried over to the second is a procedure used in at least 25 legislatures. This means that bills may be continued on a committee's agenda for hearings and action during the interim or the next session (see Table 20).

Forty-five legislatures impose deadlines on the introduction of bills during the session (see Table 19). Deadlines are frequently applied to the flow of legislation beyond bill introduction. Three fifths of the states specify deadlines for final committee action on bills in the house of origin, 18 impose deadlines for final committee action on bills from the other house, and 16 use deadines for conference committee action.

Several legislatures have recently revised their scheduling procedures to increase the amount of time available for committee work early in the session, with a reduction of floor activity during this period. This reduction in conflict between committee work and floor consideration is credited in Colorado and Iowa with improving the quality of committee consideration of bills and reducing session length. Arizona, Colorado, and Iowa—all states with constitutionally unlimited sessions—have imposed limits on session length by legislative rule during the past two years. These rules limit sessions to approximately four months in an attempt to restrain the tendency of recent years in unlimited session states for sessions to occupy more time.

An important variable which affects the use of legislative time is the role played by committees in the consideration of bills. Some legislative rules require that committees report out all bills referred to them. Other legislatures, however, allow committees to kill, table, or indefinitely postpone bills. The tendency of recent years has been toward consolidating committees and increasing their authority. Committee systems are seen as necessary elements in making effective use of legislative time (see Tables 21 and 22).

The 1980s will almost certainly witness a continuation of this search for ways to better utilize legislative time. Both the attempt to maintain the role of legislator as something other than a full-time profession and the need to provide time for legislative oversight activities will require this.

The Legislators

Terms of Service

The length of terms served by state legislators has remained unchanged in recent years. State senators serve four-year terms in all but 12 states, while members of the lower house serve two years in all states except Alabama, Louisiana, Maryland, and Mississippi, which have terms of four years (see Table 2).

Party Affiliations

The dominance of the Democratic Party in terms of control of state legislatures and number of seats held was reduced during the past two years. Democratic control increased significantly during the 1972-78 period, with the Democrats in the majority in 77 state legislative bodies in 1978. Legislative elections in 1978 reversed this trend, however, and returned overall party ratios to a level more nearly approximating those of a decade ago (see Table 14). After the 1978 and 1979 legislative elections, Democrats controlled 34 senates to 14 held by Republicans, with one tie and one nonpartisan. The comparable figures for the lower houses are 34 Democratic, 13 Republican, two evenly divided, and one unicameral. Approximately two thirds of the 7,482 state legislators were elected as Democrats.

Legislative Compensation

Variations in levels of legislative compensation increased during the most recent biennium. In nine states, compensation is still determined by constitution rather than statute. These states tend to provide the least compensation. Generally, legislative compensation is coming under more frequent review in most states, a reflection of both the increased time demands on legislators and inflationary pressures (see Tables 7 through 13).

Legislative salary increases were approved in one fifth of the states during the past biennium, including nearly all those legislatures which meet year around. Salary levels are supplemented in most instances by the provision of vouchered or unvouchered expenses and increasingly by allowances for district office expenses and for the hiring of staff.

Size and Apportionment

The change in size of the Massachusetts House was effective in 1979, reducing it from 240 to 160 members (see Tables 3 and 4). No other reductions in size of legislative bodies are currently planned, though interest in size reductions and unicameralism periodically appears in the states. Legislatures have begun planning for reapportionment. The Bureau of the Census is required to provide complete data for the purposes of reapportionment by April 1, 1981. The application of computer technology to reapportionment will be widespread in the 1980s. The use of independent commissions to reapportion legislatures will be more pronounced than ever before, with several legislatures currently considering the establishment of such commissions. The Kansas legislature was reapportioned in the last biennium based on a state census.

Legislative Leadership

Legislatures vary widely in the role, tenure, and method of selection of legislative leadership. Leaders have traditionally been limited to a single term in at least eight states. This is sometimes accompanied by a tradition that the leader retires from the legislative body after completion of his term in leadership. This limitation on leadership tenure, while recently reaffirmed in Florida, has been broken in other states, most recently in North Carolina and New Jersey. With the increase in session time and effectiveness of state legislatures, the role of the legislative leader has become more prominent.

The two lower houses which were evenly divided in the 1978 elections—Minnesota and Washington—presented interesting organizational features. The two parties in Minnesota entered a contractual arrangement specifying which party would name the chairman on each committee and subcommittee, and defining carefully the role of the leadership and an evenly split rules committee. The Washington House organized with co-speakers and co-chairmen on all major committees and equally divided the responsibilities for house management (see Tables 5 and 6).

Legislative Oversight

Legislative Performance and Program Evaluation Activities

The trend in legislative activity to turn increasingly toward legislative oversight continued in the last biennium. A major concern in legislatures is how to maximize the effectiveness of oversight and program evaluation. While new legislative committees and staff units continue to be established to perform specific oversight tasks, there is a growing awareness of the need to integrate oversight activity and effectively relate it to the rest of the legislative process. In particular, the relationship of oversight to the traditional legislative budget process is a critical one. The passage of sunset laws in a majority of states has focused attention on this relationship.

Likewise, the growth of federal program activity over two decades and the flow of federal dollars into state budgets have stimulated legislative concern about the implications and effects of federal program mandates and funds. Approximately 25 percent of state budgets consist of federal assistance funds of some type. As a result, legislative review of federal funds has increased rapidly in the last several years.

The traditional forms of legislative oversight have been the annual or biennial legislative budget process and post audit activity. In the past decade, oversight activity has become more specialized. There are now 40 states where the audit function is part of the legislative branch. Legislative audit units which were traditionally financial in scope have been expanded to provide a broad program evaluation capability. Program or performance evaluation units have been established in separate agencies in some states (Connecticut, Illinois, Virginia) or as part of a fiscal or research agency (Iowa and Ohio). The evaluation function under sunset laws has been vested in audit or evaluation committees in many states in recognition of the increased capability and experience of these groups.

As evaluation techniques and measures of performance become more sophisticated, and as the results of such systematic review of agencies and programs become evident, it appears likely that more legislatures will equip themselves to oversee executive branch actions by utilizing these modern auditing and evaluation tools. States which have made significant progress in this area of legislative oversight include California, Connecticut, Hawaii, Kansas, Montana, New York, Tennessee, and Virginia.

Legislative Review of Administrative Regulations

Interest in the exercise of legislative review over the administrative rulemaking process has resulted in the spread of legislative regulation review committees to 38 states and in proposals for this review process in other state legislatures (see Table 25). Several legislative review authorization bills have been vetoed.

Alternative structures, procedures, and authority for reviewing administrative rules have developed in the states. The authority to review administrative rules may alternatively be placed in the regular standing committees of a legislature or given to a committee established specifically for that purpose, usually a joint committee. In some cases, a combination of special and standing committees is used with initial review by a special committee which refers any questionable rules to the relevant standing committee for further consideration and comment.

A second variable is the extent to which the review power is exercised. Does it extend to all proposed or promulgated regulations or is review exercised selectively? Another question involves the authority of the review committee and of the legislature itself in the regulation review process. In some cases, committees have the power to suspend proposed rules. Such suspensions are usually effective for a limited period unless sustained by the full legislature. In other states, the legislative power is only that of making comments or "legislative observations" on proposed rules and recommending changes to agencies. The legislature, of course, has the ultimate power to amend the statute under which the rule or regulation in question was issued.

Legislative review of administrative rules and regulations has frequently been questioned as a violation of the separation of powers concept. In several states, bills providing for legislative review of rules have been vetoed for that reason. Other questions have concerned the constitutionality of the vesting of the power to suspend administrative rules in a legislative committee and provisions that the legislature may nullify proposed rules by resolution, rather than in the form of a bill.

Sunset

The most publicized effort at legislative oversight in recent years has been the passage of sunset legislation in 33 states (see Table 26). This concept mandates the automatic termination of executive branch agencies at certain intervals. Unless reestablished by the legislature, agencies cease to exist on dates specified in the sunset law. Common Cause, an early proponent of the concept, calls it an "action-forcing mechanism"—requiring legislatures to review agencies on a periodic basis. Critics, on the other hand, point out that sunset will often misdirect the attention of the legislature to inconsequential agencies or to those that are functioning well.

The specific provisions of the sunset laws vary considerably. One major difference in the laws concerns their scope or coverage. Some affect virtually all state agencies, while others apply sunset primarily to regulatory agencies. Several legislatures have approached sunset on a limited, experimental basis and, if successful with a few agency reviews, intend to include more agencies at a later date. In a few instances, legislative committees have been given the authority to schedule agencies for review and recommend termination schedules. The laws differ in other respects, including exemptions for certain agencies and programs, the termination schedules, the phase-out periods provided for terminated agencies, and the life of renewed agencies.

Though the majority of sunset laws were enacted more than two years ago, it was not until 1979 that most went through their first stage of agency reviews. The results of sunset to date are mixed. Significant agency modifications have occurred in a few states, and a number of small agencies or programs, lacking active constituencies, have been terminated. The next biennium should indicate whether sunset will become permanently established as an effective tool of legislative oversight or whether program analysis and evaluation may be more effective if the threat of agency termination found in sunset laws is absent.

Legislative Control of Federal Funds

Over three fourths of the legislatures now have some provision for review of federal funds received by state agencies. Legislatures have identified the effect of federal monies on state planning and priorities as a major problem and become concerned with how such funds are received and spent by state agencies and integrated with state funds.

A source of great tension between the legislative and executive branches is the review and control of federal funds. Constitutional issues involved include separation of powers, federalism, the legislative power to appropriate monies, and the authority of a legislative committee to make decisions on behalf of the legislature during interim periods. These issues, like many involving legislative oversight authority in this area and the review of administrative regulations, have been subject to differing resolution depending on the specific provisions of state constitutions. However, a challenge to a Pennsylvania law requiring legislative appropriation of all federal funds was dismissed in 1979 by the U.S. Supreme Court, thus upholding the Pennsylvania court ruling that such appropriation did not violate constitutional principles.

Oversight of federal funds is accomplished in a variety of ways by the legislatures. In some, including Oregon and Pennsylvania, a systematic, active, and regular review occurs. These states require a detailed itemization of all federal funds in the appropriation act and appropriation to a specific agency unit. They set legislative priorities for expenditure of noncategorical grant funds and establish procedures for review of federal funds during the legislature's interim. These legislatures typically require that all federal funds going to state government must be appropriated in the normal manner by the legislature. Some have established mechanisms to review grant-in-aid applications by state agencies. Others, including Maine, South Dakota, and Tennessee, provide for a moderate level of review of federal funds. In these states, most federal funds are usually itemized in the appropriations act and are appropriated by the legislature to a fairly specific unit of operation. These legislatures have also established at least some procedures for review of federal funds during the interim. Other legislatures, including New York, Rhode Island, and Wisconsin, have somewhat limited review procedures, which automatically appropriate the funds or make nonspecific appropriations to a limited number of agencies. These legislatures have few or no mechanisms for review of federal funds in the interim.

Interim authority to review federal funds is especially crucial because state legislatures typically complete their appropriations process each year before Congress has done so, and because several states have biennial budget cycles. Legislatures, such as in Michigan and Pennsylvania, which meet throughout most of the year do not face this problem. In others, such as Louisiana, Oregon, and South Dakota, legislative committees are authorized to make such reviews.

Legislative Budget Process

The state budget process remains one of the most effective means of legislative program oversight and control. In general, legislatures ended the 1970s with a strengthened budget process. The legislative role in budget development and consideration varies widely, ranging from Maryland, where the legislature may only review and reduce executive expenditure proposals, to the situation in Colorado, New Mexico, and Texas, where the budget process is dominated by the legislative branch.

There has been a recent movement in several legislatures to more widely share budget information among all legislators and to expand the number of members participating in fiscal decisionmaking. This has led to the development of computerized legislative fiscal information systems in states such as Colorado, Florida, Michigan, and Washington, with the objectives of increasing the legislature's ability to track the budget through the decision process, of better identification of policy choices for legislators, and of more effective review of expenditures after legislative budget decisions have been made (see Table 33). Fiscal information systems also allow more legislators to participate knowledgeably in fiscal policy decisions, thus diluting the concentration of power which may occur in budget or appropriations committees. A number of states are presently considering the development of such systems.

The desire to involve more members of the legislature in the fiscal process is also visible in those instances where the review of areas of the budget has been referred to the appropriate substantive standing committees (Hawaii and Wisconsin) or where budget consideration is undertaken in appropriations subcommittees with all members of the legislative body serving on at least one such subcommittee (Iowa and Utah).

Techniques for enhancing budgetary oversight and decisionmaking have become popular in recent years, including zero-base budgeting, fiscal notes, and economic impact statements. Some form of zero-base budgeting has been adopted by legislatures in Arkansas, Idaho, Montana, and Texas, while others have selectively applied zero-base systems to budget segments. Florida has most extensively used economic impact statements on both legislative proposals and administrative rules, though economic impact statement requirements have been adopted in other states and await implementation. The requirement for fiscal notes on legislation is widespread, and there is a growing practice to require impact projections on all bills which will affect local government finances (see Table 24).

Table 1
NAMES OF STATE LEGISLATIVE BODIES AND CONVENING PLACE

State or other jurisdiction	*Both bodies*	*Upper house*	*Lower house*	*Convening place*
Alabama	Legislature	Senate	House of Representatives	State Capitol
Alaska	Legislature	Senate	House of Representatives	State Capitol
Arizona	Legislature	Senate	House of Representatives	State Capitol (a)
Arkansas	General Assembly	Senate	House of Representatives	State Capitol
California	Legislature	Senate	Assembly	State Capitol
Colorado	General Assembly	Senate	House of Representatives	State Capitol Building
Connecticut	General Assembly	Senate	House of Representatives	State Capitol
Delaware	General Assembly	Senate	House of Representatives	Legislative Hall
Florida	Legislature	Senate	House of Representatives	State Capitol (b)
Georgia	General Assembly	Senate	House of Representatives	State Capitol
Hawaii	Legislature	Senate	House of Representatives	State Capitol Building
Idaho	Legislature	Senate	House of Representatives	State Capitol Building
Illinois	General Assembly	Senate	House of Representatives	State House
Indiana	General Assembly	Senate	House of Representatives	State House/State Capitol
Iowa	General Assembly	Senate	House of Representatives	State Capitol
Kansas	Legislature	Senate	House of Representatives	State House
Kentucky	General Assembly	Senate	House of Representatives	State Capitol
Louisiana	Legislature	Senate	House of Representatives	State Capitol
Maine	Legislature	Senate	House of Representatives	State House
Maryland	General Assembly	Senate	House of Delegates	State House
Massachusetts	General Court	Senate	House of Representatives	State House
Michigan	Legislature	Senate	House of Representatives	State Capitol
Minnesota	Legislature	Senate	House of Representatives	State Capitol
Mississippi	Legislature	Senate	House of Representatives	New Capitol (c)
Missouri	General Assembly	Senate	House of Representatives	State Capitol
Montana	Legislature	Senate	House of Representatives	State Capitol
Nebraska	Legislature	(d)	. . .	State Capitol
Nevada	Legislature	Senate	Assembly	Legislative Building
New Hampshire	General Court	Senate	House of Representatives	State House
New Jersey	Legislature	Senate	General Assembly	State House
New Mexico	Legislature	Senate	House of Representatives	State Capitol
New York	Legislature	Senate	Assembly	State Capitol
North Carolina	General Assembly	Senate	House of Representatives	State Legislative Building
North Dakota	Legislative Assembly	Senate	House of Representatives	State Capitol
Ohio	General Assembly	Senate	House of Representatives	State House
Oklahoma	Legislature	Senate	House of Representatives	State Capitol
Oregon	Legislative Assembly	Senate	House of Representatives	State Capitol
Pennsylvania	General Assembly	Senate	House of Representatives	Main Capitol Building
Rhode Island	General Assembly	Senate	House of Representatives	State House
South Carolina	General Assembly	Senate	House of Representatives	State House
South Dakota	Legislature	Senate	House of Representatives	State Capitol
Tennessee	General Assembly	Senate	House of Representatives	State Capitol Building
Texas	Legislature	Senate	House of Representatives	Capitol
Utah	Legislature	Senate	House of Representatives	State Capitol Building
Vermont	General Assembly	Senate	House of Representatives	State House
Virginia	General Assembly	Senate	House of Delegates	State Capitol (e)
Washington	Legislature	Senate	House of Representatives	Legislative Building
West Virginia	Legislature	Senate	House of Delegates	State Capitol
Wisconsin	Legislature	Senate	Assembly (f)	State Capitol
Wyoming	Legislature	Senate	House of Representatives	State Capitol
American Samoa	Legislature	Senate	House of Representatives	Maota Fono
Guam	Legislature	(d)	. . .	Congress Building
Northern Mariana Is.	Legislature	Senate	House of Representatives	Civic Center
Puerto Rico	Legislative Assembly	Senate	House of Representatives	Capitol
TTPI (g)	Congress of Micronesia	Senate	House of Representatives	Kolonia
Virgin Islands	Legislature	(d)	. . .	Government House

(a) Senate Wing, House Wing.
(b) Senate: Capitol South Wing. House: Capitol North Wing.
(c) New Capitol Senate Chamber; New Capitol House Chamber.
(d) Unicameral legislature. Members go by the title Senator.
(e) Senate addition; House addition.
(f) Members of the lower house go by the title Representative.
(g) See page 633 for recent changes.

Table 2
THE LEGISLATORS
Numbers, Terms, and Party Affiliations
(As of legislative election 1978 and 1979)

State or other jurisdiction*	Senate						House						House and senate totals
	Democrats	Republicans	Other	Vacancies	Total	Term	Democrats	Republicans	Other	Vacancies	Total	Term	
Alabama	35	...	...	...	35	4	101	4	...	...	105	4	140
Alaska	9	11	...	...	20	4	25	14	1(a)	...	40	2	60
Arizona	14	16	...	...	30	2	18	42	...	...	60	2	90
Arkansas	35	...	...	...	35	4	94	6	...	...	100	2	135
California	25	14	...	1	40	4	50	30	...	...	80	2	120
Colorado	13	22	...	...	35	4	27	38	...	...	65	2	100
Connecticut	26	10	...	...	36	2	103	48	...	...	151	2	187
Delaware	13	8	...	...	21	4	21	20	...	...	41	2	62
Florida	29	11	...	...	40	4	89	31	...	...	120	2	160
Georgia	51	5	...	...	56	2	159	21	...	...	180	2	236
Hawaii	18	7	...	...	25	4	42	9	...	...	51	2	76
Idaho	16	19	...	...	35	2	20	50	...	...	70	2	105
Illinois	32	27	...	...	59	(g)	89	88	...	...	177	2	236
Indiana	21	29	...	...	50	4	46	54	...	...	100	2	150
Iowa	22	28	...	...	50	4	44	56	...	...	100	2	150
Kansas	18	22	...	...	40	4	56	69	...	...	125	2	165
Kentucky (1979)	29	9	...	...	38	4	75	25	...	...	100	2	138
Louisiana (1979)	39	...	...	...	39	4	96	9	...	...	105	4	144
Maine	13	19	1(b)	...	33	2	77	73	1(b)	...	151	2	184
Maryland	40	7	...	...	47	4	124	16	...	1	141	4	188
Massachusetts	34	6	...	...	40	2	129	30	1(b)	...	160	2	200
Michigan	24	14	...	...	38	4	70	40	...	...	110	2	148
Minnesota	47(c)	20(d)	...	...	67	4	67(c)	67(d)	...	...	134	2	201
Mississippi (1979)	48	4	...	...	52	4	116	4	2(d)	...	122	4	174
Missouri	21	11	...	2	34	4	117	46	...	...	163	2	197
Montana	26	24	...	...	50	4(h)	55	45	...	...	100	2	150
Nebraska	Nonpartisan election				49	4	Unicameral						49
Nevada	15	5	...	...	20	4	26	14	...	...	40	2	60
New Hampshire	12	12	...	...	24	2	174	224	...	2	400	2	424
New Jersey (1979)	27	13	...	...	40	4(i)	44	36	...	...	80	2	120
New Mexico	33	9	...	...	42	4	41	29	...	...	70	2	112
New York	25	35	...	...	60	2	86	64	...	...	150	2	210
North Carolina	45	5	...	...	50	2	105	15	...	...	120	2	170
North Dakota	15	35	...	...	50	4	29	71	...	...	100	2	150
Ohio	18	15	...	...	33	4	62	37	...	...	99	2	132
Oklahoma	39	9	...	...	48	4	75	26	...	...	101	2	149
Oregon	23	7	...	...	30	4	34	25	...	1	60	2	90
Pennsylvania	27	23	...	...	50	4	100	102	...	1	203	2	253
Rhode Island	45	5	...	...	50	2	84	16	...	...	100	2	150
South Carolina	43	2	...	1	46	4	108	16	...	...	124	2	170
South Dakota	11	24	...	...	35	2	22	48	...	...	70	2	105
Tennessee	20	12	1(b)	...	33	4	60	38	1(b)	...	99	2	132
Texas	27	4	...	...	31	4	128	22	...	...	150	2	181
Utah	10	19	...	...	29	4	25	50	...	...	75	2	104
Vermont	10	20	...	...	30	2	69	79	2(b)	...	150	2	180
Virginia (1979)	31	9	...	...	40	4	74	25	1(b)	...	100	2	140
Washington	30	19	...	...	49	4	49	49	...	...	98	2	147
West Virginia	26	8	...	...	34	4	74	26	...	...	100	2	134
Wisconsin	21	10	...	2	33	4	60	39	...	...	99	2	132
Wyoming	11	19	...	...	30	4	20	42	...	...	62	2	92
All states	1,262	662	2	6	1,981	...	3,459	2,028	9	5	5,501	...	7,482
Guam	7	14	...	...	21	2	Unicameral						21
Puerto Rico	13(e)	14(f)	...	...	27	4	18(e)	33(f)	...	...	51	4	78

---

*Elections are for 1978 unless otherwise indicated.

(a) Libertarian.

(b) Independent.

(c) Democratic-Farmer-Labor.

(d) Independent Republican.

(e) Popular Democratic Party.

(f) New Progressive Party.

(g) Senate districts are divided into thirds. One group elects senators for terms of 4 years, 4 years, and 2 years; the second group for terms of 4 years, 2 years, and 4 years; the third group for terms of 2 years, 4 years, and 4 years.

(h) After each decennial reapportionment, lots will be drawn for ½ the senators to serve an initial 2-year term. Subsequent elections will be for 4-year terms.

(i) Senate terms beginning in January of second year following the U.S. decennial census are for 2 years only.

Table 3
APPORTIONMENT OF LEGISLATURES: SENATE

State or other jurisdiction	Initial reapportioning agency	Present apportionment by	Year of most recent apportionment	Number of seats	Number of districts	Number of multi-member districts	Largest number of seats in district	Percent deviation in actual v. average population per seat: Greatest		Average population each seat(a)
								+	-	
Alabama	L	FC	1972	35	35	0	1	0.67	0.72	98,406
Alaska	G, B	SC	1974	20	16	3	3	14.0	8.4	15,118
Arizona	L	L, FC	1972	30	30	0	1	0.4	0.4	59,179
Arkansas	B	B	1971	35	35	0	1	2.0	1.49	54,923
California	L	SC	1973	40	40	0	1	1.92	1.02	499,322
Colorado	L(b)	L	1972	35	35	0	1	2.48	0.67	63,129
Connecticut	L(c)	B	1971	36	36	0	1	0.88	0.93	84,228
Delaware	L	L	1971	21	21	0	1	1.4	0.9	26,100
Florida	L(c)	L	1972	40	19	14	3	0.62	0.53	169,773
Georgia	L	L	1972	56	56	0	1	2.3	2.0	81,955
Hawaii	B	B	1973	25	8	7	4	16.2	13.8	13,513(d)
Idaho	L	L	1974	35	35	0	1	5.45	5.03	20,371
Illinois	L(c)	L	1973	59	59	0	1	0.8	0.6	188,372
Indiana	L	L	1972	50	50	0	1	1.7	1.6	103,872
Iowa	L(c)	SC	1972	50	50	0	1	0.0	0.0	56,507
Kansas	L	L	1979	40	40	0	1	3.1	2.02	58,982
Kentucky	L	L	1972	38	38	0	1	2.86	2.82	84,756
Louisiana	L(c)	FC, L	1972	39	39	0	1	5.6	8.8	93,415
Maine	B,L	SC	1972	33	33	0	1	1.52	1.54	30,111
Maryland	G	SC	1974	47	47	0	1	5.3	4.7	83,455
Massachusetts	L	L	1977	40	40	0	1	2.86	3.35	144,737(e)
Michigan	B	SC	1972	38	38	0	1	0.0	0.0	233,753
Minnesota	L	FC	1972	67	67	0	1	1.88	1.83	56,870
Mississippi	L	FC	1979	52	52	0	1	N.A.	N.A.	N.A.
Missouri	B	B	1971	34	34	0	1	4.9	4.9	137,571
Montana	B	B	1974	50	50	0	1	6.33	6.75	13,888
Nebraska	L	L	1971	49	49	0	1	1.4	1.1	30,280
Nevada	L	L	1973	20	10	3	7	7.7	9.6	24,437
New Hampshire	L	L	1971	24	24	0	1	3.25	4.0	30,154(f)
New Jersey	B	B, SC	1973	40	40	0	1	2.85	1.39	179,278
New Mexico	L	L, SC	1972	42	42	0	1	4.85	4.48	24,190
New York	L	L	1971	60	60	0	1	0.9	0.9	304,021
North Carolina	L	L	1971	50	27	18	4	6.30	6.89	101,641
North Dakota	L	FC	1975	50	49	1	2	3.16	3.1	12,355
Ohio	B	B	1971	33	33	0	1	1.05	0.95	322,788
Oklahoma	L(c)	L	1971	48	48	0	1	0.5	0.5	53,317
Oregon	L(c)	S, SC	1971	30	30	0	1	1.2	0.7	69,713
Pennsylvania	B	B	1971	50	50	0	1	2.29	0.03	235,949
Rhode Island	L	L	1974(g)	50	50	0	1	17.0	0.9	17,800
South Carolina	L	L	1972	46	16	13	5	3.18	6.75	56,316
South Dakota	L(c)	L	1971	35	28	3	5	2.4	3.3	19,035
Tennessee	L	L	1973(h)	33	33	0	1	7.1	7.4	118,914
Texas	L(c)	B	1971	31	31	0	1	2.3	2.2	361,185
Utah	L	L	1972	29	29	0	1	4.64	6.38	36,527
Vermont	L(c)	L	1973	30	13	11	6	8.17	8.48	14,824
Virginia	L	FC	1971	40	38	1	3	5.2	4.5	116,212
Washington	L	FC	1972	49	49	0	1	0.91	0.7	68,428(f)
West Virginia	L	L	1976	34	17	17	2	11.8	11.1	102,602(a)
Wisconsin	L	L	1972	33	33	0	1	0.71	0.55	133,877
Wyoming	L	L	1971	30	16	9	5	27.9	21.6	11,080
Guam	L	L	N.A.	21	1	1	21	N.A.	N.A.	4,762
Virgin Islands	L	L	1972	15	3	2	7	N.A.	N.A.	4,461

Key:
B—Board or commission
FC—Federal court
SC—State court
G—Governor
L—Legislature
S—Secretary of state
N.A.—Not available.

(a) Population figures in most instances are based on the 1970 federal census. West Virginia: population figures valid at time of last legislative apportionment.

(b) Reapportionment of the General Assembly following the 1980 census will be the responsibility of a commission.

(c) Constitution or statutes provide for another agent or agency to reapportion if the legislature is unable to do so.

(d) Average number of registered voters per seat

(e) Based on 1975 special State Decennial Census of state citizens.

(f) Based on civilian or nonstudent population.

(g) Minor changes in boundaries of 5 districts were made in 1975.

(h) Senate was reapportioned by 1979 legislature in accordance with court mandate. District changes will not be effective until 1980 and 1982 elections of senators. Litigation pending in December 1979.

Table 4
APPORTIONMENT OF LEGISLATURES: HOUSE

State or other jurisdiction	Initial reapportioning agency	Present apportionment by	Year of most recent apportionment	Number of seats	Number of districts	Number of multi-member districts	Largest number of seats in district	Percent deviation in actual v. average population per seat: Greatest		Average population each seat(a)
								+	-	
Alabama	L	FC	1972	105	105	0	1	1.08	1.15	32,802
Alaska	G, B	SC	1974	40	22	10	6	14.0	15.0	7,559
Arizona	L	FC, L	1972	60	30	30	2	0.4	0.4	29,589
Arkansas	B	B	1971	100	84	10	3	6.3	3.1	19,233
California	L	SC	1973	80	80	0	1	1.94	1.90	249,661
Colorado	L(b)	L	1972	65	65	0	1	1.12	1.80	33,993
Connecticut	L(c)	B	1971	151	151	0	1	3.9	3.9	20,081
Delaware	L	L	1971	41	41	0	1	2.6	2.3	13,368
Florida	L(c)	L	1972	120	45	21	6	0.2	0.1	56,591
Georgia	L	L	1974	180	154	17	4	4.87	4.79	25,502
Hawaii	B	B	1973	51	27	22	3	8.2	21.0	6,624(d)
Idaho	L	L	1971	70	35	35	2	5.45	5.03	10,186
Illinois	L(c)	L	1973	177	59	59	3	0.8	0.6	62,791
Indiana	L	L	1972	100	73	20	3	1.0	1.0	51,936
Iowa	L(c)	SC	1972	100	100	0	1	0.0	0.0	28,253
Kansas	L	L	1979	125	125	0	1	5.0	4.9	18,874
Kentucky	L	L	1972	100	100	0	1	7.06	7.14	32,207
Louisiana	L(c)	FC, L	1972	105	105	0	1	4.5	4.6	34,697
Maine	B, L	SC	1977	151	119	11	10	5.0(e)	5.0(e)	6,581
Maryland	G	SC	1974	141	47	47	3	5.3	4.7	27,818
Massachusetts	L	L	1977	160	160	0	1	9.75	10.24	36,184(f)
Michigan	B	SC	1972	110	110	0	1	0.0	0.0	80,751
Minnesota	L	FC	1972	134	134	0	1	1.99	1.97	28,404
Mississippi	L	FC	1979	122	122	0	1	N.A.	N.A.	N.A.
Missouri	B	SC	1971	163	163	0	1	1.2	1.3	28,696
Montana	B	B	1974	100	100	0	1	7.83	7.65	6,944
Nebraska	Unicameral									
Nevada	L	L	1973	40	40	0	1	10.9	12.1	12,218
New Hampshire	L	L	1975	400	161	127	11	25.3	19.3	1,813(g)
New Jersey	B	B, SC	1973	80	40	40	2	2.85	1.39	89,639
New Mexico	L	L, SC	1972	70	70	0	1	4.92	4.95	14,514
New York	L	L	1971	150	150	0	1	1.8	1.6	121,608
North Carolina	L	L	1971	120	45	35	8	8.2	10.2	42,350
North Dakota	L	FC	1975	100	49	49	4	3.16	3.1	6,178
Ohio	B	B	1971	99	99	0	1	1.05	0.95	107,596
Oklahoma	L(c)	L	1971	101	101	0	1	1.0	1.2	25,338
Oregon	L(c)	S, SC	1971	60	60	0	1	1.33	0.88	34,856
Pennsylvania	B	B	1971	203	203	0	1	2.98	0.04	58,115
Rhode Island	L	L	1974(h)	100	100	0	1	17.0	0.0	8,900
South Carolina	L	L	1974	124	124	0	1	4.98	4.97	20,819
South Dakota	L(c)	L	1971	70	28	28	10	2.4	3.3	9,518
Tennessee	L	L	1973	99	99	0	1	2.0	1.6	39,638
Texas	L(c)	L	1975	150	150	0	1	5.8	4.7	74,645
Utah	L	L	1972	75	75	0	1	6.72	5.95	14,124
Vermont	L(c)	L	1974	150	72	39	15	10.58	9.36	1,820(d)
Virginia	L	L	1972	100	52	28	7	9.6	6.8	46,485
Washington	L	FC	1972	98	49	49	2	0.91	0.7	34,214(g)
West Virginia	L	L	1973	100	36	25	13	8.17	8.01	17,442
Wisconsin	L	L	1972	99	99	0	1	0.96	0.93	44,626
Wyoming	L	L	1971	62	23	12	11	41.16	45.47	5,362
Guam	Unicameral									
Virgin Islands	Unicameral									

Key:

B—Board or commission
FC—Federal court
SC—State court
G—Governor
L—Legislature
S—Secretary of state

(a) Population figures in most instances are based on the 1970 federal census.

(b) Reapportionment of the General Assembly following the 1980 census will be the responsibility of a commission.

(c) Constitution or statutes provide for another agent or agency to reapportion if the legislature is unable to do so.

(d) Average number of registered voters per seat.

(e) Approximate. No exact figures were available.

(f) Based on 1975 special State Decennial Census of state citizens.

(g) Based on civilian or nonstudent population.

(h) Minor changes in boundaries of 3 districts were made in 1979.

Table 5
SELECTED LEGISLATIVE LEADERSHIP POSITIONS: SENATE

State or other jurisdiction	President	President pro tem	Majority leader	Assistant majority leader	Majority floor leader	Assistant majority floor leader	Majority whip	Majority caucus chairman	Minority leader	Assistant minority leader	Minority floor leader	Assistant minority floor leader	Minority whip	Minority caucus chairman
Alabama	□	■	...	...	...	...	...	...	...	...	...	...	...	...
Alaska	■	...	★	...	...	...	...	...	★	...	...	...	...	...
Arizona	■	●	★	...	...	...	★	...	★	★	...	...	★	...
Arkansas	□	■	★	...	...	...	...	...	★	...	...	...	...	...
California	□	■	...	...	★	...	...	★	...	...	★	...	...	★
Colorado	■	■	★	★	...	...	...	★	★	★	...	...	...	★
Connecticut	□	■	●	●5(a)	...	...	...	...	★	●3(b)	...	...	●	...
Delaware	□	■	★	...	...	...	★	...	★	...	...	...	★	...
Florida	■	■	...	...	...	...	...	...	★	★(c)	★	...	...	...
Georgia	□	■	★	...	...	...	★	★	★	...	...	...	★	★
Hawaii	■	■(d)	★	★2	★	★3	...	...	★	★	★	★	...	...
Idaho	□	■	★	★	...	...	...	★	★	★	...	...	...	★
Illinois	■	...	(e)	●4	...	...	...	...	★	●3	...	...	...	●
Indiana	□	■	...	...	●	...	...	★	...	...	★	★	...	★
Iowa	□	■	★	★2	...	...	...	...	★	★2	...	...	...	...
Kansas	■	■(d)	★	★	...	...	...	...	★	★	...	...	★	★
Kentucky	□	■	...	...	★	★	★	★	...	...	★	...	★	★
Louisiana	■	■	...	...	...	...	...	...	...	...	...	...	...	...
Maine	■	...	...	...	★	★	...	...	...	...	★	★	...	...
Maryland	■	■	★	...	...	...	★	...	★	...	...	...	★	...
Massachusetts	■	...	...	●	●	...	...	...	...	...	★	●	...	...
Michigan	□	■	★	★	★	★	★	★	★	★	★	★	★	★
Minnesota	■	...	★	...	...	...	★	...	★	...	...	...	★	...
Mississippi	□	■	...	...	...	...	...	...	...	...	...	...	...	...
Missouri	□	■	...	...	★	★	...	...	...	...	★	...	...	...
Montana	■	■	...	...	■	...	★	...	...	...	■	...	★	...
Nebraska	□	■(g)	...	...	...	...	...	...	...	...	...	...	...	...
Nevada	□	■	...	...	★	★	...	...	...	...	★	...	...	...
New Hampshire	■	●(d)	●	●	...	...	★(h)	...	★	★2	...	...	★	...
New Jersey	■	■	★	★	...	...	...	...	★	★	...	...	★	...
New Mexico	□	■	...	...	★	...	★	...	...	...	★	...	★	...
New York	□	■(i)	...	...	...	...	...	...	★	●(j)	...	...	...	...
North Carolina	□	■(i)	★	...	...	...	...	...	★	...	...	...	...	...
North Dakota	□	■	...	...	★	★	...	★	...	...	★	★	...	★
Ohio	■	■	...	■(k)	...	...	...	...	■	■	...	...	■	...
Oklahoma	□	■	...	...	■	■	■	★	...	...	★	★	★	★
Oregon	■	■	★	★2	...	...	...	...	★	...	...	...	...	...
Pennsylvania	□	■	★	...	...	...	★	★	★	...	...	...	★	★
Rhode Island	□	■	★	...	...	...	★	...	★	●(j)	...	...	...	...
South Carolina	□	■	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	□	■	★	★	...	...	...	...	★	★	...	...	...	...
Tennessee	■(l)	...	★	★2	★	...	★5	★	★	★	★	...	...	★
Texas	□	■	...	...	...	...	...	...	...	...	...	...	...	...
Utah	■	...	★	...	...	...	★	...	★	...	...	...	★	...
Vermont	□	■(i)	...	...	...	...	...	...	★	...	...	...	★	...
Virginia	□	■	★	...	★	...	★	★	★	...	★	...	...	★
Washington	□	■	★	★	...	...	...	★	★	★(m)	★	★(n)	★	★
West Virginia	■	●	●	...	...	...	●	...	★	...	...	...	★	...
Wisconsin	■	...	★	★	...	...	...	★	★	★	...	...	...	★
Wyoming	■	■(d)	...	...	★	...	...	...	...	...	★	...	★	...
American Samoa	■	■	...	...	...	...	...	...	...	...	...	...	...	...
Guam	■(l)	■(f)	★	...	...	...	★	...	★	...	...	...	★	...
Puerto Rico	■	★(d)	★	★	★	★	★	★	★	★	★	★	★	★

Key:

■—Formally elected or confirmed by all members of their respective chambers.
★—Formally elected by the respective caucuses.
●—Appointed by presiding officer or party leader.
□—Lieutenant governor.

(a) Connecticut has a Deputy Majority Leader, an Assistant Majority Leader at large for Fiscal Policy, and 3 Assistant Majority Leaders.

(b) Connecticut has a Deputy Minority Leader and 2 Assistant Minority Leaders.

(c) Minority Leader Pro Tem.

(d) Vice President.

(e) The President of the Senate is the Majority Leader.

(f) Vice Speaker.

(g) Speaker of the Senate.

(h) Senate Whip.

(i) President Pro Tem/Majority Leader.

(j) Deputy Minority Leader.

(k) Assistant President Pro Tem.

(l) Speaker.

(m) Minority Executive Chairman.

(n) Minority Assistant Floor Leader.

Table 6
SELECTED LEGISLATIVE LEADERSHIP POSITIONS: HOUSE

State or other jurisdiction	*Speaker*	*Speaker pro tem*	*Majority leader*	*Assistant majority leader*	*Majority floor leader*	*Assistant majority floor leader*	*Majority whip*	*Majority caucus chairman*	*Minority leader*	*Assistant minority leader*	*Minority floor leader*	*Assistant minority floor leader*	*Minority whip*	*Minority caucus chairman*
Alabama	■	■	...	...	...	...	...	...	...	...	...	...	...	...
Alaska	■	...	★	...	...	...	...	...	★	...	...	...	...	...
Arizona	■	•	★	...	...	...	★	...	★	★	...	...	★	...
Arkansas	■	■	★	...	...	...	...	...	★	...	...	...	...	...
California	■	■	...	...	•(a)	...	★	★	...	...	★	...	★	★
Colorado	■	...	★	★	...	...	...	★	★	★	...	...	...	★
Connecticut	■	•(b)	•	•(c)	...	...	...	...	★	•7	...	...	•	...
Delaware	■	...	★	...	...	...	★	...	★	...	...	...	★	...
Florida	■	■	•	...	...	...	...	...	★	...	★	...	...	★
Georgia	■	■	★	...	...	...	★	★	★	...	...	...	★	★
Hawaii	■	■(d)	★	★	★	★7	...	...	★	...	★	★2	...	...
Idaho	■	...	★	★	...	...	...	★	★	★	...	...	...	★
Illinois	■	...	•	•3	...	...	•2	★	★	•3	...	...	•2	...
Indiana	■	•	...	...	★	★	★	★	...	...	★	★	...	★
Iowa	■	■	★	★	...	...	★2	...	★	★	...	...	★2	...
Kansas	■	■	...	...	★	★	...	...	★	★	...	...	★	★
Kentucky	■	■	...	...	★	...	★	★	...	...	★	...	★	★
Louisiana	■	■	...	...	...	...	...	...	...	...	...	...	...	...
Maine	■	...	...	...	★	★	...	...	...	...	★	★	...	...
Maryland	■	■	★	...	...	...	★	...	★	...	...	...	★	...
Massachusetts	■	...	•	...	...	...	•	...	★	•	...	...	•	...
Michigan	■	■	...	...	★	★3	★13	★	★	★	★	★	★(f)	★
Minnesota (e)	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Mississippi	■	•	...	...	...	...	...	...	...	...	...	...	...	...
Missouri	■	■	...	...	★	★	★	★	...	...	★	★	★	★
Montana	■	■	...	...	■	...	★	...	...	...	■	...	★	...
Nebraska (g)	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nevada	■	■	...	...	★	★	...	...	...	...	★	...	...	...
New Hampshire	■	...	•	•4	...	...	•4(h)	...	★	★7(i)	★	...	•	...
New Jersey	■	■	★3	★	...	...	★2	...	★	★	...	...	★2	...
New Mexico	■	...	...	...	★	...	★	...	...	...	★	...	★	...
New York	■	•	•	•(c)	...	...	•	...	★	•	...	...	•	...
North Carolina	■	■(j)	...	...	...	...	★	...	★	...	...	...	★	...
North Dakota	■	...	...	...	★	★	...	★	...	...	★	★	...	★
Ohio	■	■	...	...	■	■	■	...	■	■	...	...	■	...
Oklahoma	■	■	...	...	★	★3	★	★	...	...	★	★2	★	★
Oregon	■	■	★	...	...	•4(k)	★	...	★	★	•2(l)	...	...	...
Pennsylvania	■	...	★	...	...	...	★	★	★	...	...	...	★	★
Rhode Island	■	•	★	★10	...	...	★	...	★	★4(m)	...	...	★	...
South Carolina	■	■	★(n)	★(o)	...	...	...	...	★	★	...	...	...	...
South Dakota	■	■	★	★	...	...	...	...	★	★	...	...	...	...
Tennessee	■	■	★	★	★	...	★	★	★	★	...	...	★	★
Texas	■	•	...	...	...	...	...	...	...	...	...	...	...	...
Utah	■	...	★	...	...	...	★	...	★	...	...	...	★	...
Vermont	■	...	★	...	...	...	★	...	★	...	...	...	★	...
Virginia	■	...	★(o)	...	...	...	...	★	★	...	...	...	★	★
Washington	■	■	...	...	★	★2	★	★	★	★	...	...	★	★
West Virginia	■	•	•	...	...	...	■	■	★	...	...	...	★	...
Wisconsin	■	■	...	...	★	★	...	★	...	...	★	★	...	★
Wyoming	■	■	★	...	...	...	★	...	★	...	...	...	★	...
American Samoa	■	...	...	...	...	...	...	...	...	...	...	...	...	...
Guam (g)	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Puerto Rico	■	★(q)	...	...	...	...	...	...	...	...	...	...	...	...

Key:

■—Formally elected or confirmed by all members of their respective chambers.

★—Formally elected by the respective caucuses.

•—Appointed by presiding officer or party leader.

(a) Appointed by Speaker after consultation with Majority Leader.

(b) Deputy Speaker.

(c) Connecticut has a Deputy Majority Leader, a Majority Leader at Large, and 8 Assistant Majority Leaders; New York has a Deputy Majority Leader and an Assistant Majority Leader.

(d) Vice Speaker.

(e) The November 1978 elections resulted in a 67 (Democratic-Farmer-Labor)-67 (Independent-Republican) tie. A "negotiated agreement" provided for the following division of leadership:
IR Speaker (■); IR Speaker Pro Tem (•); DFL House Leader (★); DFL House Floor Leader (★); IR Caucus Leader (★).

(f) Minority Floor Whip.

(g) The legislatures of Nebraska and Guam are unicameral. Members go by the title Senator. The leadership positions are listed in the Senate table.

(h) Assistant Majority Whip.

(i) New Hampshire has 6 Assistant Minority Leaders and a Deputy Minority Leader.

(j) Speaker Pro Tem/Majority Leader.

(k) Appointed by Majority Whip.

(l) With approval of caucus.

(m) Deputy Minority Leader.

(n) Majority Leader/Majority Caucus Chairman.

(o) Majority Leader/Majority Floor Leader.

(p) The November 1978 elections resulted in a 49-49 tie. The table represents the usual leadership structure. The following is a listing of house legislative leaders modified for 1979-81:
Democratic Speaker (■); Democratic Speaker Pro Tem (■); Democratic Floor Leader (★); Democratic Assistant Floor Leader (★); Democratic Caucus Chairman (★), Democratic Caucus Vice Chairman (★); Democratic Caucus Secretary (★); Democratic Whip (★); Democratic Assistant Whip (2) (★); Republican Speaker (■); Republican Speaker Pro Tem (■); Republican Leader (★2); Republican Caucus Chairman (★); Republican Caucus Vice Chairman (★); Republican Whip (★); Republican Assistant Whip (2) (★); Republican Organization Leader (★); Republican Assistant Organization Leader (★).

(q) Vice President.

Table 7
LEGISLATIVE COMPENSATION: REGULAR AND SPECIAL SESSIONS

	Salaries					Travel allowance		
	Regular sessions			Special sessions				
State or other jurisdiction	Amount per day	Limit on days	Annual salaries	Amount per day	Limit on days	Per mile	Round trips home to capital	Living expenses per day
Alabama	$10	105C	...	$10	30C	10¢	One	$65 up to 105C [unvouchered]
Alaska	...	...	$11,750	...	...	25¢	One	$55 [unvouchered]
Arizona	...	...	$6,000	...	...	17¢ by car; 25¢ by air	Unlimited	$40 ($20 for legislators from Maricopa County) for first 120 days of regular session; after that, $20 and $10 respectively [vouchered]
Arkansas	$20	None	$7,500	$20	None	18¢	Weekly	$308/wk. [vouchered]
California	...	...	$25,555 $28,110 (1981)	...	...	15¢(a)	One	$46/7-day wk. except when in recess 4 or more days [unvouchered]
Colorado	...	...	$12,000	...	...	14¢	Weekly	$20 ($10 for legislators from Denver metro area) [unvouchered]
Connecticut	...	...	$8,500 (1979) $6,500 (1980)	...	...	15¢	Unlimited	...
Delaware	...	...	$9,630	...	...	15¢	Unlimited	...
Florida	...	...	$12,000	...	...	14¢	Weekly	$35/7-day wk. [unvouchered]
Georgia	...	...	$7,200	...	...	15¢	Weekly	$44/7-day wk. [unvouchered]
Hawaii	...	...	$12,000	.M.	...	20¢	Unlimited	$20 for legislators from outside Oahu [unvouchered]
Idaho	...	...	$4,200	...	...	15¢	Five	$44 each calendar day of session if residence in capital ($25 if lives at home) [unvouchered]
Illinois	...	...	$25,000 (1979) $28,000 (1980)	...	...	20¢	Weekly	$36/L day [unvouchered]
Indiana	...	...	$6,000	$35	30L	16¢	Weekly	$44/7-day wk. [unvouchered]
Iowa	...	...	$12,000 (1980) $12,800 (1981) $13,700 (1982)	$40	None	15¢ 20¢(1981)	Weekly	$30/7-day wk. for 120 days in odd years & for 100 days in even years [unvouchered]
Kansas	$35 (1980) $40 (1981)(b)	None (odd) 90C (even)	...	$35	None	17¢	Weekly	$44 ($50 in 1981)/7-day wk. [unvouchered]
Kentucky	$50	60L(c)	...	$50	None	16¢	11	$75/7-day wk. [unvouchered]
Louisiana	$50	60L(d)	...	$50	30C	19¢	Weekly	...
Maine	...	...	$4,500(1979) $2,500(1980)	...	...	18¢	Weekly	$25 meals & housing or $12/day meals; mileage up to $13/day [vouchered] (e)
Maryland	...	...	$16,000(1979) $16,750(1980) $17,600(1981) $18,500(1982)	...	...	14¢	Daily if not lodging; weekly if lodging	$50 max. meals & lodging ($20 max. for meals); out of state: $75/diem max. lodging & meals actual & necessary for travel [vouchered]
Massachusetts	...	...	$17,840(1979) $20,334(1980) $21,050(1981) $21,764(1982)	...	...	Varies	Unlimited	Each member, depending on residence, receives per diem allowance for mileage, meals & lodging from $2 to $32 per L day [unvouchered]
Michigan	...	...	$25,500(1979) $27,000(1980)	...	...	17¢	Weekly	$4,900 max. ($5,200 in 1981) [vouchered]
Minnesota	...	...	$16,500(1979) $18,500(1980)	...	...	19¢	Weekly	$17 metro; $27 out of state [unvouchered]
Mississippi	...	...	$8,100	$50	...	12¢	Weekly	$30 actual daily attendance [unvouchered]
Missouri	...	...	$15,000	...	...	17¢	Weekly	$35 actual daily attendance [unvouchered]
Montana	$35.50	90L	...	$35.50	None	17¢	Two	$40/7-day wk. [unvouchered]

Nebraska	...	...	$4,800	...	...	16¢ if at state's convenience; 12 at employee's convenience	One	...
Nevada	$80	60L	...	$80	20L	17¢	One	$44/C day [unvouchered]
New Hampshire	...	...	$100	$3	15L	30¢ 1st 45 mi.; 15¢ in excess of 45 mi. to max. 40C days (f)	Unlimited	...
New Jersey	...	...	$10,000(1979) $18,000(1980)	...	...	Railroad pass for interstate travel	...	...
New Mexico	$40	60C(odd) 30C(even)	...	$40	30C	10¢	One	...
New York	...	...	$23,500	...	...	16¢	Weekly	$25/day on business part of day outside NYC; $40/day on business overnight outside NYC; $50/day on business overnight in NYC or out of state [vouchered]
North Carolina	...	...	$6,000	...	...	17¢	Weekly	$44/7-day wk. [unvouchered]
North Dakota	$5	80N	...	$5	None	10¢	Weekly	$70/7-day wk. [unvouchered]
Ohio	...	...	$22,500	...	...	15¢	Weekly	...
Oklahoma	...	...	$12,948	...	...	12¢	Weekly	$35/4-day wk. paid only to legislators spending the night [unvouchered]
Oregon	...	...	$7,848	...	...	...	...	$44/7-day wk. [unvouchered]
Pennsylvania	...	...	$25,000	...	...	15¢	Weekly	$7,500 max. [vouchered]
Rhode Island	$5	60L	...	...	...	8¢	Each day of attendance	...
South Carolina	$250	40L	...	$250	None	18¢	Weekly	$35 [vouchered]
South Dakota	...	...	$3,600(1979) $2,400(1980)	$80	None	18¢(1979) 19¢(1980)	Weekly	$50/5-day wk. [unvouchered]
Tennessee	...	...	$8,308	...	...	19.96¢	Weekly	$66.47/90L days plus up to 15 organization days [unvouchered]
Texas	...	...	$7,200	...	...	20¢/car 25¢/air	Weekly	$30/7-day wk. [unvouchered]
Utah	$25	60C(odd) 20C(even)	...	$25	30C	18¢	Unlimited	$15/7-day wk. [unvouchered]
Vermont	...	...	$7,500(1979)(g) $2,000(1980)(g)	...	...	17¢	Weekly	$17.50 if lives at home; $37.50 if housed in capital [unvouchered]
Virginia	...	...	$8,000(1980)	...	...	15¢	Weekly	Up to $50 but no more than is allowed as a nonvouchered expense by the federal Internal Revenue Service ($44) [unvouchered]
Washington	...	...	$9,800	...	...	10¢	One	$44/L day [unvouchered]
West Virginia	...	...	$5,136	$35	None	17¢	Weekly	$30/7-day wk. lodging or up to $30 travel expenses if commuting [vouchered]; legislators living in Charleston, $20 for meals but may not receive travel and lodging expenses [unvouchered]
Wisconsin	...	...	$19,767	...	...	18¢	Weekly	$30 outside Madison; $15 inside Madison [unvouchered]
Wyoming	$30	40L(odd) 20L(even)	...	$30	None	12¢	One	$36/7-day wk. [unvouchered]
Guam	...	...	$18,000	...	...	...	...	...
Puerto Rico	...	...	$9,600	...	...	30¢/km. and no less than $20	Weekly	$35 if in residence within 50 km. of capital; $45 if over 50 km. [unvouchered]
Virgin Islands	...	...	$15,000	...	...	Legislative cars	Unlimited	$30 for senators who must engage in interstate travel to attend sessions [vouchered]

Key:
C—Calendar day
L—Legislative day
N—Natural day (24 hours)

(a) Members are furnished a leased car up to $220/month, including gasoline and maintenance. Actual and necessary expenses for commercial air fare.

(b) Salary will be adjusted to the nearest dollar by the average percent increase of salary adjustment provided by state civil service pay plan.

(c) Paid on calendar day basis.

(d) Within an 85C day period.

(e) Effective 1981: $35 meals & housing or $17/day meals; mileage up to $20/day [vouchered].

(f) Effective December 1980: 38¢ 1st 45 miles; 19¢ in excess of 45 miles.

(g) Up to this amount depending on length of session.

Table 8
ADDITIONAL COMPENSATION FOR SENATE LEADERS

State or other jurisdiction	*President*	*President pro tem*	*Majority leader*	*Minority leader*	*Other*
Alabama	$2/d(a)	...	...	...	...
Alaska	500/y	...	...	...	...
Arizona	...	...	...	...	...
Arkansas	...	$2,500/y	...	...	...
California	...	...	...	...	...
Colorado	50/d(b)	...	$50/d(b)	$50/d(b)	...
Connecticut	...	4,000/b	3,000/b	3,000/b	Dep. Maj. Ldr., Dep. Min. Ldr.: $2,000/b Asst. Maj. Ldr., Asst. Min. Ldr.: $1,000/b
Delaware	...	152.86/m	127.38/m	127.38/m	Chmn., V-Chmn., Finance Cmte.: $127.38/m Maj. Whip, Min. Whip: $101.90/m Mbrs. Joint Finance Cmte.: $50.96/m
Florida	3,000/y(1979) 13,000/y(1981)	...	...	...	...
Georgia	...	2,800/y	2,800/y(c)	2,800/y(c)	Admin. Flr. Ldr., Asst. Admin. Flr. Ldr.: $2,800/y(c)
Hawaii	...	...	...	...	...
Idaho	...	...	...	...	...
Illinois	10,000/y	...	...	10,000/y	Asst. Maj. Ldrs.(4), Asst. Min. Ldrs. (3): $6,000/y
Indiana	...	3,000/y	1,500/y	2,000/y	Asst. Min. Flr. Ldr., Maj. Caucus Chmn., Min. Caucus Chmn., Finance Cmte. Chmn.: $1,500/y
Iowa	6,000/y(1970)(a,d) 6,800/y(1981)(a,d) 7,700/y(1982)(a,d)	...	2,000/y(1979) 2,300/y(1981) 3,700/y(1982)	2,000/y(1979) 2,300/y(1981) 3,700/y(1982)	...
Kansas	4,200/y	1,800/y	3,240/y	3,240/y	Ways & Means Cmte. Chmn.: $3,240/y
Kentucky	...	25/d	20/d	20/d	Asst. Pres. Pro Tem., Caucus Chmn., Whips: $15/d
Louisiana	25,000/y(e)	...	...	...	...
Maine	3,500/b(f)	...	1,750/b	1,750/b	Asst. Maj. Ldr., Asst. Min. Ldr.: $875
Maryland	5,000/y	...	...	...	...
Massachusetts	20,160/y(1979) 20,160/y(1980)	...	13,380/y(1979) 13,659/y(1980)	13,380/y(1979) 13,659/y(1980)	Ways & Means Cmte. Chmn.: $16,160/y(1979) Asst. Maj. Flr. Ldrs.(2), Asst. Min. Flr. Ldrs.(2), Ways & Means Cmte. V-Chmn., Post Audit & Oversight Cmte. Chmn.: $8,920/y(1979), $9,241/y(1980) Chmn. Jt. Standing Cmtes., Chmn. Bills in Third Reading Cmte., 3rd Asst. Min. Flr. Ldr.: $5,947/y(1979), $6,099/y(1980)
Michigan	...	...	8,000/y(1979) 11,000/y(1980)	4,800/y(1979) 6,600/y(1980)	...
Minnesota	6,600/y(1979)(f) 7,400/y(1980)(f)	...	6,600/y(1979) 7,400/y(1980)	6,600/y(1979) 7,400/y(1980)	...
Mississippi	6,900/y(a)	...	...	...	...
Missouri	...	2,500/y	1,500/y	1,500/y	...
Montana	5(g)	...	...	...	...
Nebraska	...	...	...	...	...
Nevada	2/d(a,f)	(f)	(f)	(f)	Cmte. Chmn.: (f)
New Hampshire	50/y	...	...	...	...
New Jersey	3,333/y(1979) 6,000/y(1980)	...	...	...	...
New Mexico	...	...	...	...	...
New York	...	21,000/y	...	18,000/y	Dep. Maj. Ldr.: $18,000/y Maj. Conf. Chmn.: $9,500/y Min. Conf. Chmn.: $7,500/y Maj. Conf. Secy.: $5,000/y Min. Conf. Secy.: $3,500/y Cmte. Chmn. & Ranking Min. Members: Finance: $18,000 & $8,500/y Judiciary; Codes: $9,000 & $5,000/y Banks, Education, Health, Cities: $7,000 & $4,000/y All other cmtes.: $5,000 & 3,500/y
North Carolina	...	7,500/y(f)	...	7,500/y	...
North Dakota	...	...	5/d(h)	5/d(h)	All standing cmte. chmn.: 3/d(h)
Ohio	12,500/y	9,500/y	...	8,500/y	Asst. Pres. Pro Tem.: $7,500/y Asst. Min. Ldr.: $6,500/y Min. Whip: $4,500/y Chmn. Standing Cmtes.: $1,500/y Chmn. Standing Sub-Cmtes.: $750/y

Table 8—Concluded
ADDITIONAL COMPENSATION FOR SENATE LEADERS

State or other jurisdiction	*President*	*President pro tem*	*Majority leader*	*Minority leader*	*Other*
Oklahoma	...	$6,000/y	$4,200/y	$4,200/y	...
Oregon	$654/m(1979) 700/m(1981)	...	...	...	...
Pennsylvania	...	10,500/y(d)	8,500/y(d)	8,500/y(d)	Maj. Whip, Min. Whip: $4,000/y(d) & $3,000/y(f)
		20,000/y(f)	6,000/y(f)	6,000/y(f)	Maj. Caucus Chmn., Min. Caucus Chmn.: $3,500/y(d) & $3,000/y(f) Maj. Caucus Secy., Min. Caucus Secy.: $2,000/y(d) & $3,000/y(f) Maj. Caucus Admin., Min. Caucus Admin., Maj. Policy Chmn., Min. Policy Chmn.: $2,000/y(d) & $2,000/y(f) Maj. & Min. Appropriations Chmn.: $6,000/y(f)
Rhode Island	...	...	...	...	...
South Carolina	1,575/y(a)	3,600/y	...	...	...
South Dakota	...	...	...	...	...
Tennessee	415/y(i)	...	...	...	...
Texas	...	...	...	...	...
Utah	...	...	...	...	...
Vermont	...	...	...	...	...
Virginia	8,000/y(1980)(a)	...	...	...	...
Washington	...	...	...	...	...
West Virginia	35/d(g)	...	15/d(g)	15/d(g)	...
Wisconsin	...	...	...	...	...
Wyoming	3/d	...	...	...	...
American Samoa	3,000/y	...	...	...	...
Guam	500/y(j)	...	...	...	...

Key:
d—day
y—year
b—biennium
m—month

(a) Lt. governor.

(b) Up to $5,000/year.

(c) Up to $2,800/year provided by resolution.

(d) Additional salary. Iowa: $20/diem salary for special sessions and interim business.

(e) In lieu of all per diem salary and monthly expense allowances.

(f) Additional expenses. Maine: paid at discretion of president as lump sum at end of session. Nevada: $300/regular session, $40 special session for postage, phone, and other communications. North Carolina: $200.

(g) While in session. West Virginia: paid for 7-day week.

(h) Expenses only.

(i) Upon request, the speaker may also receive $750 ex officio payment, $2,400 annual office allowance, $3,000 county office allowance, $300 supplies.

(j) And automobile.

Table 9
ADDITIONAL COMPENSATION FOR HOUSE LEADERS

State or other jurisdiction	*Speaker*	*Speaker pro tem*	*Majority leader*	*Minority leader*	*Other*
Alabama	$2/d	...	...	...	...
Alaska	500/y	...	...	...	...
Arizona	...	...	...	...	...
Arkansas	2,500/y	...	...	...	...
California	...	...	...	...	...
Colorado	50/d(a)	...	$50/d(a)	$50/d(a)	...
Connecticut	4,000/b	...	3,000/b	3,000/b	Dep. Spkr.: $5,000/b Dep. Maj. Ldr., Dep. Min. Ldr.: $2,000/b Asst. Maj. Ldr., Asst. Min. Ldr.: $1,000/b
Delaware	152.86/m	...	127.38/m	127.38/m	Chmn. & V-Chmn. Finance Cmte.: $127.38/m Maj. Whip, Min. Whip: $101.90/m Members Joint Finance Cmte.: $50.96/m
Florida	3,000/y 13,000/y(1981)	...	...	...	...
Georgia	17,800/y	$2,800/y	2,800/y(b)	2,800/y(b)	Admin. Flr. Ldr. $2,800/y(b)
Hawaii	...	...	...	...	...
Idaho	...	...	...	...	...
Illinois	10,000/y	...	7,500/y	10,000/y	Asst. Maj. Ldrs.(3), Asst. Min. Ldrs.(3): $6,000/y Maj. Whips(2), Min. Whips(2): $5,000/y
Indiana	3,000/y	1,500/y	1,500/y	2,000/y	Maj. Whip, Asst. Min. Flr. Ldr., Maj. Caucus Chmn., Min. Caucus Chmn., Ways & Means Cmte. Chmn.: $1,500/y
Iowa	6,000/y(1979)(c) 6,800/y(1981)(c) 7,700/y(1982)	...	2,000/y(1979) 2,300/y(1981) 3,799/y(1982)	2,000/y(1979) 2,300/y(1981) 3,700/y(1982)	...
Kansas	4,200/y	1,800/y	3,240/y	3,240/y	Ways & Means Cmte. Chmn. $3,240/y
Kentucky	25/d	15/d	20/d	20/d	Maj. & Min. Caucus Chmn., Maj. & Min. Whips: 15/d
Louisiana	25,000/y(d)	...	...	...	...
Maine	3,500/b(e)	...	1,750/b	1,750/b	Asst. Maj. Ldr., Asst. Min. Ldr.: $875
Maryland	5,000/y	...	...	...	...
Massachusetts	20,160/y(1979) 20,160/y(1980)	...	13,380/y(1979) 13,659/y(1980)	13,380/y(1979) 13,659/y(1980)	Chmn. Ways & Means Cmte.: $16,160/y(1979), $16,160/y(1980) Maj. Asst. Flr. Ldr.(3), Min. Asst. Flr. Ldr.(3), Ways & Means Cmte. V-Chmn., Post Audit & Oversight Cmte. Chmn.: $8,920/y(1979) $9,241/y(1980) Post Audit & Oversight Cmte. V-Chmn., Ways & Means Cmte. Asst. V-Chmn.: $5,947/y(1979), $6,099/y(1980)
Michigan	9,000/y(1979) 13,000/y(1980)	...	...	4,800/y(1979) 6,600/y(1980)	...
Minnesota	6,600/y(1979)(e) 7,400/y(1980)(e)	...	6,600/y(1979) 7,400/y(1980)	6,600/y(1979) 7,400/y(1980)	...
Mississippi	6,900/y	...	...	...	...
Missouri	2,500/y	1,500/y	1,500/y	1,500/y	...
Montana	5/d(f)	...	...	...	...
Nebraska (U)	...	...	...	...	...
Nevada	2/d(e)	(e)	(e)	(e)	Cmte. Chmn.(e)
New Hampshire	50/y	...	...	...	...
New Jersey	3,333/y(1979) 6,000/y(1980)	...	...	...	...
New Mexico	...	...	...	...	...
New York	21,000/y	14,000/y	18,000/y	18,000/y	Chmn. Cmte. on Cmtes.: $14,000/y Dep. Maj. Ldr., Dep. Min. Ldr., Asst. Maj. Ldr., Asst. Min. Ldr., ranking Min. Member Cmte. on Cmtes.: $10,000/y Maj. Whip, Min. Whip: $9,000/y Maj. Conf. Chmn., Min. Conf. Chmn.: $8,000/y Maj. Conf. V-Chmn., Min. Conf. Chmn.: $4,000/y Cmte. chmn. & ranking min. members: Ways & Means: $1,800/y & $9,500/y Judiciary, Codes: $9,000/y & $5,000/y Banks, Cities, Education, Health, Local Govt.: $7,000/y & $4,000/y All other cmtes.: $5,000/y & $3,500/y
North Carolina	12,000/y(e)	7,500/y	...	7,500/y	...
North Dakota	5/d(g)	...	5/d(g)	5/d(g)	All standing cmte. chmn.: $3/d(g)
Ohio	12,500/y	9,500/y	7,500/y	8,500/y	Asst. Min. Flr. Ldr.: $6,500/y Asst. Maj. Flr. Ldr.: $4,500/y Maj. Whip, Min. Whip: $2,500/y Chmn. Standing Cmtes.: $1,500/y Chmn. Standing Sub-Cmtes.: $750

Table 9—Concluded
ADDITIONAL COMPENSATION FOR HOUSE LEADERS

State or other jurisdiction	*Speaker*	*Speaker pro tem*	*Majority leader*	*Minority leader*	*Other*
Oklahoma	$6,000/y	...	$4,200/y	$4,200/y	...
Oregon	654/m(1979) 700/m(1981)	...	...	...	...
Pennsylvania	10,500/y(c)& 20,000/y(e)		8,500/y(c)& 6,000/y(e)	8,500/y(c)& 6,000/y(e)	Maj. Whip, Min. Whip: $4,000/y(c) & $3,000/y(e) Maj. Caucus Chmn., Min. Caucus Chmn.: $3,500/y(c) & $3,000/y(e) Maj. Caucus Secy., Min. Caucus Secy.: $2,000/y(c) & $3,000/y(e) Maj. Caucus Admin., Min. Caucus Admin., Maj. Policy Chmn., Min. Policy Chmn.: $2,000/y(c) & $3,000/y(e)
Rhode Island	5/d	...	...	...	...
South Carolina	11,000/y	$3,600/y	...	...	Spkr. Emeritus: $1,500/y
South Dakota	...	...	...	...	...
Tennessee	4,154/y(h)	...	...	...	...
Texas	...	...	...	...	...
Utah	...	...	...	...	...
Vermont	100/bw(e)	...	...	...	...
Virginia	8,000/y(1980)	...	...	...	...
Washington	...	...	...	...	...
West Virginia	35/d(f)	...	15/d(f)	15/d(f)	...
Wisconsin	25/m	...	...	...	...
Wyoming	3/d	...	...	...	...
American Samoa	3,600/y	...	...	...	...
Guam (U)	...	...	...	...	...

Key:

d—day
y—year
b—biennium
m—month
bw—biweekly
U—Unicameral

(a) Up to $5,000/year.

(b) Up to $2,800/year provided by resolution.

(c) Additional salary. Iowa: $20/diem for special sessions and interim business.

(d) In lieu of all per diem salary and monthly expense allowances.

(e) Additional expenses. Maine: paid at discretion of president as lump sum at end of session. Nevada: $300/regular session, $40/special session for postage, phone, and other communications. North Carolina: $300. Vermont: $20/day.

(f) While in session. West Virginia: paid for 7-day week.

(g) Expenses only.

(h) Upon request the speaker may also receive $750 ex officio payment, $2,400 annual office allowance, $3,000 county office allowance, and $300 supplies.

Table 10
LEGISLATIVE COMPENSATION: INTERIM PAYMENTS AND OTHER DIRECT PAYMENTS

State or other jurisdiction	*Compensation for committee or official business (amount per day)*	*Travel allowance (per mile)*	*Living expenses (per day)*	*Other direct payments or services to legislators*
Alabama	$65	10¢	. . .	$400/mo., 12 mo./yr. [unvouchered]
Alaska	. . .	25¢	Legislators compensated by residence and away from residence based on regional per diem rates. Out of state: $50, except for NYC and Wash., D.C., $65 [vouchered]	$4,000/yr. for secretarial services, stationery & postage [unvouchered]
Arizona	. . .	17¢ by car 25¢ by air	$20 max. inside county of residence & $40 outside [vouchered]; up to $75 with documentation	. . .
Arkansas	$45	18¢	. . .	Members are entitled to reimbursement not to exceed $350/mo. for expenses incurred in the interim [vouchered]
California	. . .	15¢ (a)	$46 [unvouchered]	. . .
Colorado	$50 up to $2,500 (b)	14¢	Actual and necessary [vouchered]	. . .
Connecticut	. . .	15¢	. . .	$1,000/yr. expenses [unvouchered]
Delaware	. . .	. . .	. . .	$25 postage/yr. and $1,500/yr. expenses [unvouchered]
Florida	. . .	14¢	$35 [vouchered]	$700 max./mo. for intradistrict expenses: office rental equip., supplies & travel [unvouchered]
Georgia	. . .	15¢	$44 [vouchered]	Stationery
Hawaii	. . .	20¢	$10 inside island of residence, $30 away from residence, $45 out of state [unvouchered]	$1,500 total allowance for incidental expenses connected with legislative duties
Idaho	$35	15¢	Actual & necessary [vouchered]	. . .
Illinois	. . .	20¢	. . .	Not more than $17,000/yr. for legislative staff (secretarial, clerical, research, technical), telephone & other utility services, stationery, postage, office equip. rental & office rental costs [vouchered]
Indiana	. . .	16¢	$44 [vouchered]	$12.50/day, 6 days wk., paid monthly during interim only for supplies, etc. [unvouchered]
Iowa	$40	15¢ 20¢ (1981)	Actual & necessary [vouchered]	. . .
Kansas	$35	17¢	$44 [unvouchered]	$400/mo. April through Dec. to defray expenses, travel, postage, telephone, office [unvouchered]
Kentucky	$50	16¢	Actual & necessary [vouchered]	$50 supplies for regular & special session; $750 monthly expense allowance between sessions [unvouchered]
Louisiana	$50	19¢	. . .	$150/mo. for rent, utilities & expenses of district office [vouchered]; not to exceed $734/mo., for assistants in home districts [vouchered]; $1,000 one-time allowance for office equipment and furniture which reverts to state when legislator leaves office; $12,000 annual office expense allowance for secretarial assistance, travel, telephone, other, paid monthly [unvouchered]
Maine	$25	18¢ plus turnpike tolls	$25 meals and housing or $12/day meals; mileage up to $13/day [vouchered]; 1981/$35/day meals & housing	Telephone & telegraph services, postage, newspapers; $200/yr. allowance for constituent services [unvouchered]
Maryland	. . .	14¢	$50 max. meals and lodging ($20 max. meals) [vouchered]; $75/diem max. for out-of-state travel [vouchered])	Senate $5,800 and House $8,788 annual for district office rent, staff, equipment, telephone [vouchered]
Massachusetts	. . .	. . .	. . .	$1,200 annual expense allowance [unvouchered]
Michigan	. . .	. . .	. . .	. . .
Minnesota	. . .	19¢	$27 per diem; $35 lodging in state, actual and necessary out of state [vouchered]	Postage allotment: 3,000 ($1,400 for 1980) first-class stamps; telephone allotment: $600/yr.

Mississippi	$22.50	12¢	Actual and necessary [vouchered]	$210/mo. during interim [unvouchered]
Missouri	...	17¢	Actual and necessary [vouchered]	Senate: actual, necessary, and reasonable office expenses paid directly by Senate Accounts Cmte.; House: up to $450/mo. for office expenses [vouchered]
Montana	$35.50	17¢	In state: $21 lodging, $12.50 meals; out of state: $40 lodging, $16.50 meals, max. [vouchered]	...
Nebraska	...	16¢	Actual and necessary for authorized interim activity only [vouchered]	$200 postage/yr.
Nevada	$40	17¢	In state: $22 food, $18 room; out of state: $17 food, actual and necessary lodging [vouchered]	Travel out of state at reasonable rate; $60 postage & stationery; $60 printing allowance; $1,000 regular session, $200 special session telephone allowance [unvouchered]; additional travel allowance $2,250 regular & $1,000 special session [vouchered]
New Hampshire	...	12¢	Actual and necessary [vouchered]	...
New Jersey	...	...	...	Free stationery, postage, Western Union telegraph, telephone; $20,000 annually for salaries [vouchered] provided one staff member shall be hired full time; up to $3,000 annually for office facilities; up to $2,000 total for office equipment [vouchered]
New Mexico	$40	10¢	...	Stationery, postage, telephone & telegraph
New York	...	13¢	$25/day on business part of day outside NYC; $40/day on business overnight outside NYC; $50/day on business overnight in NYC or out of state [vouchered]	$5,000 district office expenses [vouchered]; $10,000 staff allowance for Albany [vouchered]
North Carolina	...	15¢	$44 [unvouchered]	$150/mo., annually for office expenses and other miscellaneous expenses in home district office [unvouchered]
North Dakota	$52	20¢	$20 lodging, up to $13 food [vouchered]	$150/mo., annually, for expenses [unvouchered]
Ohio	...	...	...	...
Oklahoma	$25 for 20 days	12¢	...	Telephone credit card up to $600/yr.; 4,000 15¢ stamps
Oregon	...	17¢ for cmte. business only	$44 [vouchered]	$300/mo. interim expenses [unvouchered]; where technically possible, may have state centrex line whose rental does not exceed $50/mo.; also $10/mo. for toll charge calls up to $180 [vouchered]; where centrex would cost more than $50/mo., receives a phone credit card and may charge up to $75/mo. [vouchered]
Pennsylvania	...	17¢	$44 nonlegislative days, in or outside capital [vouchered] or actual expenses [documented]	...
Rhode Island	...	...	...	...
South Carolina	...	18¢	$35 [vouchered]	$300/session for postage
South Dakota	$50	18¢ (1979) 19¢ (1980)	In state: $12.50 meals, $15.90 lodging; out of state: $15 meals, $45 lodging [vouchered]	...
Tennessee	...	19.96¢	$66.47 [unvouchered]	$166.15/mo. for telephone, secretary & other assistance, home office [unvouchered]
Texas	...	20¢ car 25¢ air	Actual and necessary [vouchered]	Senate: all necessary office expenses except $7,000/mo. in session and $6,848/mo. interim limit on staff salaries [vouchered]; House: $4,800/mo. in session, $3,750/mo. interim office expenses [vouchered]
Utah	$25	15¢	In state: $37.50; out of state: actual and necessary for travel and lodging, $14 max. meals [vouchered]	...
Vermont	$50	17¢	Actual and necessary [vouchered]	...
Virginia	$50	15¢	Actual and necessary [unvouchered]	$5,200 annually for secy. or admin. asst. [vouchered]
Washington	...	16¢	$44 [unvouchered]	Postage, stationery, $200/mo., interim only [unvouchered]

Table 10—Concluded
LEGISLATIVE COMPENSATION: INTERIM PAYMENTS AND OTHER DIRECT PAYMENTS

State or other jurisdiction	*Compensation for committee or official business (amount per day)*	*Travel allowance (per mile*	*Living expenses (per day)*	*Other direct payments or services to legislators*
West Virginia	$35 up to $1,050 for mbrs. of Jt. Cmte. on Gov. & Fin. and Comm. on Interstate Cooperation, and standing Comm. members $55,000 total interim compensation appropriation	17¢	$30 lodging [vouchered], $20 meals and misc. [unvouchered]; out of state: actual and necessary for travel and lodging [vouchered], $25 max. meals and misc. [unvouchered]	Individual telephone credit cards, stationery, desk supplies
Wisconsin	. . .	. . .	Actual and necessary [vouchered]	$75 senators, $25 representatives monthly interim expense allowance [unvouchered]
Wyoming	$30	12¢	$36 max. in state only [unvouchered]; actual expenses for out-of-state travel [vouchered]	Stationery, postage, telephone credit cards, miscellaneous supplies
Guam	. . .	. . .	Out of state: $60/day	. . .
Puerto Rico	. . .	30¢/km.	$35 if residence within 50 km. of capitol; $45 if over 50 km. [unvouchered]	$500 in postage stamps per fiscal year; $1,300 annually [vouchered]
Virgin Islands	. . .	Legislative cars	$30 for senators who must engage in interstate travel to attend sessions [vouchered]	. . .

(a) Members are furnished a leased car up to $220 per month, including gasoline and maintenance.

(b) Leadership and Joint Budget and Legislative Audit Committee members have added $5,000 maximum.

Table 11
CONSTITUTIONAL PROVISIONS ON LEGISLATIVE COMPENSATION

State or other jurisdiction	*Set by constitution*	*Set by compensation commissions and legislatures, or referendum*	*Set by law*			
			Not effective during legislature adopting law(a)	*Not effective during session adopted*	*Not effective during members' terms(b)*	*No restrictions*
Alabama	★	...	...	...	...	...
Alaska	...	...	...	...	...	★
Arizona	...	★	...	...	...	...
Arkansas	★	...	...	...	...	...
California	...	...	★(c)	...	...	...
Colorado	...	...	★	...	...	...
Connecticut	...	...	...	...	...	★
Delaware	...	...	...	...	...	★
Florida	...	...	...	...	...	★
Georgia	...	...	★	...	...	...
Hawaii	...	★	...	...	...	...
Idaho	...	★	...	...	...	...
Illinois	...	...	...	...	★	...
Indiana	...	...	...	★	...	...
Iowa	...	...	★	...	...	...
Kansas	...	...	...	...	...	★
Kentucky	...	...	★	...	...	...
Louisiana	...	...	...	...	...	★
Maine	...	...	★	...	...	...
Maryland	...	★	...	...	...	...
Massachusetts	...	...	...	...	...	★
Michigan	...	★	...	...	...	...
Minnesota	...	...	★	...	...	...
Mississippi	...	...	...	★	...	...
Missouri	...	...	★	...	...	...
Montana	...	...	★	...	...	...
Nebraska	★	...	...	...	...	...
Nevada	...	...	...	...	★	...
New Hampshire	★	...	...	...	...	...
New Jersey	...	...	★	...	...	...
New Mexico	★	...	...	...	...	...
New York	...	...	...	...	★	...
North Carolina	...	...	★	...	...	...
North Dakota	★	...	...	...	...	...
Ohio	...	...	...	...	★	...
Oklahoma	...	★	...	...	...	...
Oregon	...	...	...	...	...	★
Pennsylvania	...	...	...	...	★	...
Rhode Island	★	...	...	...	...	...
South Carolina	...	...	★	...	...	...
South Dakota	...	...	...	...	...	★
Tennessee	...	...	★	...	...	...
Texas	★	...	...	...	...	...
Utah	★	...	...	...	...	...
Vermont	...	...	...	...	...	★
Virginia	...	...	...	...	★	...
Washington	...	...	...	...	★	...
West Virginia	...	★	...	...	...	...
Wisconsin	...	...	...	...	★	...
Wyoming	...	...	...	...	★	...
American Samoa	...	...	...	...	★	...
Guam	...	...	...	...	...	★

(a) Effective after intervening election.

(b) Senators serving the second half of a 4-year term cannot receive the increase until they are reelected.

(c) Amount of increase limited by constitution.

Table 12
INSURANCE PROGRAMS FOR STATE LEGISLATORS

	Health insurance		*Life insurance*			*Same programs as other state employees*
State or other jurisdiction	*Legislative membership*	*State contribution*	*Legislative membership*	*Maximum coverage*	*State contribution*	
Alabama				No programs		
Alaska	★	100%	★	Annual salary	0	★
Arizona	★	90% I; 62% F	★	Annual salary	1st $5,000—100%; above $5,000—0	★
Arkansas	★	66.66%	★	$20,000	1st $3,000—100%; above $3,000—0	★
California	★	0		No program		. . .
Colorado	★	$29.12	★	$3,500; addtl. optional $50,000	$0.88/mo.; addtl. 0	★
Connecticut	★	100% I; 50% F		No program		. . .
Delaware	★(a)	42% average	★(b)	Annual salary	0	. . .
Florida	★	75%	★	$3,000	75%	★
Georgia	★	70%	★	18 x monthly reported salary	60%	★
Hawaii	★	$11 I; $34.50 F	★	$15,000	100%	★
Idaho	★	100%	★	$10,000	100%	. . .
Illinois	★	100%	★	½ annual salary; addtl. optional	100%, addtl. 50%	★
Indiana				No programs		
Iowa				No programs		
Kansas	★	100%	★	$13,020(a)	64.5%	★
Kentucky	★	100% I; 40% F	★	$5,000; over $5,000 up to $36,000	100%; addtl. 0	★
Louisiana	★	50%	★	$40,000	50%	. . .
Maine	★	100%	★	Annual salary	0	. . .
Maryland	★	80% average		No program		. . .
Massachusetts	★	80%	★	$2,000 basic; addtl. optional to annual salary	80%; addtl. 0	. . .
Michigan	★	. . .	★	$30,000	28.5%	. . .
Minnesota	★	100% I; 90% up to $60 F	★	$110,000	$5,000—100% after 5 years; $10,000—100%; all above—0	★
Mississippi	★	100%	★	$30,000 max.	50%	★
Missouri	★	$11.30/mo.	★	$5,000	100%	★
Montana	★	(d)	★	$10,000; above age 65—0	(e)	★
Nebraska	★	0	★	$10,000	0	. . .
Nevada		No program	(f)	(f)	(f)	(f)
New Hampshire				No programs		
New Jersey	★	100%	★	3 x annual salary	50%	★
New Mexico				No programs		
New York	★	(g)	★	3 x annual salary up to $100,000	0	★
North Carolina	★	0		No program		. . .
North Dakota	★	100% I & F for $300 deduct.; $13.20/mo. for $50 deduct.	★	Nearest $1,000 above annual salary to max. $2,000 above	1st $1,000—100% $1,000—0	★
Ohio	★	70%	★	$18,000(a)	100%	. . .
Oklahoma	★	100%	★	$12,000; addtl. $12,000	100%; addtl. 0	. . .
Oregon	★	100%	★	$15,000 & $2,000 dependents	100%	★
Pennsylvania	★	100%	★	$19,000	100%	★
Rhode Island	★	0	★	$1,000	0	★
South Carolina				No programs		
South Dakota				No programs		
Tennessee	★	60%	★	$1,500	60%	★
Texas	★	(d)	★(d)	2 x annual salary	(d)	. . .
Utah	★	86% I; 74-90% F	★	$15,000	56%	★
Vermont				No programs		
Virginia	★	25%	★	Up to $1,000 above annual compensation x 2(c)	27%	★
Washington	★	100%	★	$100,000	1st $5,000—100%; above—0	★

Table 12—Concluded
INSURANCE PROGRAMS FOR STATE LEGISLATORS

	Health insurance		*Life insurance*			*Same programs as other state employees*
State or other jurisdiction	*Legislative membership*	*State contribution*	*Legislative membership*	*Maximum coverage*	*State contribution*	
West Virginia	★	0	★	$10,000; optional to $20,000	0	. . .
Wisconsin	★	90%	★	Nearest $1,000 above annual salary; addtl. optional up to 2 x annual salary	43%; addt. 43%	★
Wyoming	No programs					
American Samoa	★	100%	No program			. . .
Guam	★	Varies	★	Varies	Varies	★
Puerto Rico	★	$25/mo.	★	Annual salary	100%	. . .
TTPI	No program		★	Annual salary	35%	. . .

Key:
N.R.—no response
I—individual coverage.
F—family coverage

(a) After 1 year.

(b) After 3 months.

(c) Creditable compensation (which includes salary, travel expenses, per diem, office allowance) is used in computing benefits for legislators.

(d) Per month—Montana: $50 fiscal 1980, $60 fiscal 1981; Texas: combined for health and life, not more than $35 fiscal 1980, $40 fiscal 1981.

(e) Included with health coverage.

(f) Covered with survivors benefits under retirement plan.

(g) Varies; 100% on some individual plans depending on plan and coverage.

Table 13
RETIREMENT PROGRAMS FOR STATE LEGISLATORS

State or other jurisdiction	*Retirement system type*	*Membership type*	*Legislator contribution(a) (in percent)*	*State government contribution*	*Minimum years legislative service for retirement*	*Age normally required for retirement*
Alabama	No program					
Alaska	Public employee	Optional	4.24(b)	★	5	55
Arizona	Public employee	Compulsory	5.0	★	15	65
Arkansas	Public employee(c)	Compulsory	6.0	★	10	60
California	Special legislative	Optional	8.0	★	4	60
Colorado	Public employee	Optional	7.75	★	5	65
Connecticut	Special legislative	Optional	10.0	...	10	55
Delaware	Public employee	Compulsory	1.7	★	5	60
Florida	Public employee/ special legislative(d)	Compulsory/ optional(d)	8.0	★	8	62
Georgia	Public employee	Compulsory	5.5	★	10	60
Hawaii	Public employee	Compulsory	6.0	★	5	55
Idaho	Public employee	Compulsory	4.5	★	0	65
Illinois	Special legislative	Optional	10.0	★	4	62
Indiana	Public employee	Optional, 1st yr.; compulsory, 2nd yr.	3.0	★	10	65
Iowa	Public employee	Optional	3.7	★	4	None
Kansas	Public employee	Optional	4.0	★	10	65
Kentucky	Public employee	Compulsory	4.0	★	8	65
Louisiana	Public employee	Optional	11.0	★	10	60
Maine	Public employee	Optional	6.5	★	10	60
Maryland	Special legislative	Optional	5.0	★	8	60
Massachusetts	Public employee	Optional	7.0	★	6	55
Michigan	Special legislative	Optional	7.0	★	8	55
Minnesota	Special legislative	Compulsory	9.0	★	6	60(e)
Mississippi	Public employee	Compulsory(f)	5.5	★	15	65
Missouri	Special legislative	Compulsory	0.0	★	6	60
Montana	Public employee	Optional	6.0	★	5	60
Nebraska	No program					
Nevada	Special legislative	Compulsory	15.0	★	8	60
New Hampshire	No program					
New Jersey	Public employee/ special legislative	Compulsory	5.0	★	8	60
New Mexico	Public employee(c)	Optional	$125/year	★	5	65
New York	Public employee	Optional	0.0	★	None	55
		Compulsory(g)	3.0	★	10	62
North Carolina	No program					
North Dakota	Public employee(h)	Optional	...	...	...	...
Ohio	Public employee	Optional(d)	8.5	★	5(i)	55
Oklahoma	Public employee	Optional	4.5	★	6	65
Oregon	Public employee	Optional	0.0	★	6 mo.	70
Pennsylvania	Public employee	Optional	5.0	★	10(j)	50(k)
Rhode Island	Public employee(c)	Optional	30.0	★	8	55
South Carolina	Special legislative	Compulsory	10.0	★	8	60
South Dakota	No program					
Tennessee	Public employee	Optional	5.0	★	2	55
Texas	Public employee	Optional	8.0	★	12	55
					8	60
Utah	Special legislative	Optional	3.95	★	4	65
Vermont	No program					
Virginia	Public employee	Compulsory	5.0	★	5	65
Washington	Public employee(c)	Optional	7.5	★	5	60
West Virginia	Public employee	Optional	3.5/4.5	★	5	62
Wisconsin	Public employee	Compulsory	5.5/7.0	★	0	62
Wyoming	No program					
American Samoa	Public employee	Optional	2.85	★	0	...
Guam	Public employee	Optional	6.0	★	2	(l)
Puerto Rico	Public employee	Compulsory	7.0	★	10	58

(a) As percentage of compensation.

(b) If the legislator had qualified under the separate Teachers Retirement Act before election, he may elect coverage under that act. Legislator contribution is 8 percent.

(c) Special provisions for legislators.

(d) Legislators may choose to join the compulsory statewide public employee pension system or the optional (elected officers class) special legislative retirement system. If office assumed after July 1, 1972, participation is compulsory.

(e) Becomes 62 in 1981.

(f) Unless over age 64.

(g) Compulsory for members elected after July 1, 1976.

(h) Legislative authority for a retirement program exists. Implementation has never taken place.

(i) At age 60.

(j) Number of years of total state service if under superannuation age.

(k) With three years of legislative service.

(l) With 20 years service.

Table 14
MEMBERSHIP TURNOVER IN THE LEGISLATURES: 1978-79*

	Senate			*House*		
State or other jurisdiction	*Total number of members*	*Number of membership changes*	*Percentage of total number of members(a)*	*Total number of members*	*Number of membership changes*	*Percentage of total number of members(a)*
Alabama	35	26	74	105	57	54
Alaska	20(b)	7	35	40	18	45
Arizona	30	9	30	60	16	27
Arkansas	35(b)	4	11	100	18	18
California	40(b)	10	25	80	25	31
Colorado	35(b)	9	26	65	25	38
Connecticut	36	15	42	151	44	29
Delaware	21(b)	2	10	41	10	24
Florida	40(b)	15	38	120	44	37
Georgia	56	7	13	180	34	19
Hawaii	25	8	32	51	16	31
Idaho	35	7	20	70	14	20
Illinois	59(b)	12	20	177	39	22
Indiana	50(b)	12	24	100	19	19
Iowa	50(b)	14	28	100	42	42
Kansas	40(c)	...	...	125	28	22
Kentucky (1979)	38(b)	5	13	100	20	20
Louisiana (1979)	39	12	31	105	31	30
Maine	33	14	42	151	59	39
Maryland	47	13	28	141	54	38
Massachusetts	40	8	20	160(d)	28	18
Michigan	38	20	53	110	29	26
Minnesota	67(c)	...	...	134	43	32
Mississippi (1979)	52	25	48	122	54	44
Missouri	34(b)	8	24	163	38	23
Montana	50(b)	11	22	100	27	27
Nebraska	49(b)	10	20		Unicameral	
Nevada	20(b)	6	30	40	14	35
New Hampshire	24	9	38	400	162	41
New Jersey (1979)	40(c)	...	...	80	17	21
New Mexico	42(b)	3	7	70	18	26
New York	60	14	23	150	34	23
North Carolina	50	12	24	120	37	31
North Dakota	50(b)	7	14	100	30	30
Ohio	33(b)	5	15	99	18	18
Oklahoma	48(b)	9	19	101	24	24
Oregon	30(b)	7	23	60	17	28
Pennsylvania	50(b)	11	22	203	52	26
Rhode Island	50	6	12	100	22	22
South Carolina	46(c)	...	...	124	29	23
South Dakota	35	15	43	70	26	37
Tennessee	33(b)	7	21	99	24	24
Texas	31(b)	5	16	150	33	22
Utah	29(b)	8	28	75	29	39
Vermont	30	5	17	150	42	28
Virginia (1979)	40	6	15	100	15	15
Washington	49(b)	12	24	98	32	33
West Virginia	34(b)	4	12	100	39	39
Wisconsin	33(b)	9	27	99	21	21
Wyoming	30(b)	5	17	62	25	40
All states	1,981	448	23	5,501	1,592	29
Puerto Rico	27	1	4	51	4	8

---

*Data was obtained by comparing the 1977 and 1979 editions of *State Elective Officials and the Legislatures*, published by the Council of State Governments.

(a) These columns reflect percentage turnovers on total membership of each house.

(b) Entire senate membership not up for election. See the table on pages 70-71 for the exact number of senators to be elected.

(c) No regularly scheduled election in 1978.

(d) The house was reapportioned in 1977 and reduced in size from 240 members.

Table 15
1977-78 SESSIONS, INTRODUCTIONS, AND ENACTMENTS: REGULAR SESSIONS

State or other jurisdiction	*Duration of session**	*Introductions*		*Enactments*		*Measures vetoed by governor*	*Length of session†*
		Bills	*Resolutions*	*Bills*	*Resolutions*		
Alabama‡	Feb. 1-May 16, 1977	2,273	987	510	297(a)	9	30L
	Jan. 10-Apr. 24, 1978	1,967	1,091	442	455(a)	7	30L
Alaska	Jan. 10-May 30, 1977 Jan. 9-June 18, 1978	1,628	N.A.	337	N.A.	21(c)	141C 161C
Arizona	Jan. 10-May 28, 1977	764	46	174	12	15	(b)
	Jan. 9-June 4, 1978	859	54	215	17	5	(b)
Arkansas	Jan. 10-March 18, 1977 Apr. 6-Apr. 6, 1977 Aug. 14-Aug. 14, 1978	1,594	254	958	167	35(c)	68C 1L 1L
California	Dec. 6-Dec. 6, 1976(d)	...	...	...	...	...	1L
	Jan. 3-Mar. 31, 1977 Apr. 11-June 24, 1977 Aug. 1-Sept. 15, 1977	3,379	190	1,303	169	134	(b)
	Jan. 3-Mar. 16, 1978 Mar. 27-July 5, 1978 Aug. 7-Sept. 1, 1978	2,710	279	1,415	187	87(c)	(b)
Colorado	Jan. 5-June 22, 1977	1,319	151	562	72	31	110L
	Jan. 4-May 9, 1978	387	151	117	87	10	81L
Connecticut	Jan. 5-June 2, 1977	6,079	1,096	712	1,069	22(c)	75L
	June 5-June 7, 1977(e)	...	...	...	...	...	3L
	Feb. 10-May 3, 1978	2,728	1,096	461	1,069	5	(b)
	June 19-June 19, 1978(e)	...	...	...	...	...	1L
Delaware	Jan. 4-June 30, 1977 Jan. 10-June 30, 1978	1,894	709	547	N.A.	52	52L (b)
Florida	April 5-June 3, 1977	3,632	159	649	22	19	60C
	April 4-June 2, 1978	3,321	174	631	35	22	60C
Georgia	Jan. 10-Jan. 18, 1977 Jan. 31-Feb. 23, 1977 Feb. 28-March 10, 1977	1,593	642	753	709	14	40L
	Jan. 9-Jan. 20, 1978 Feb. 6-March 7, 1978	1,136	489	743	577	17	40L
Hawaii	Jan. 19-Apr. 20, 1977	3,297	1,605	212	932	15	63L
	Jan. 18-Apr. 14, 1978	2,431	1,521	239	875	9	60L
Idaho	Jan. 10-March 21, 1977	645	77	326	49	15	71L
	Jan. 9-March 18, 1978	654	60	375	34	13	69L
Illinois	Jan. 12-July 1, 1977 Oct. 24-Nov. 23, 1977	3,986	1,025	1,183	837	225(c)	(b)
	Jan. 11-July 1, 1978 Nov. 14-Dec. 14, 1978	1,342	1,101	338	991	49(c)	(b)
Indiana	Nov. 16-Nov. 16, 1976(d)	...	...	...	...	...	1L
	Jan. 5-April 30, 1977	1,770	192	356	145	9	61L
	Nov. 22-Nov. 22, 1977(d)	...	...	...	...	...	1L
	Jan. 9-March 4, 1978	939	2	159	1	4(c)	30L
Iowa	Jan. 10-June 13, 1977	1,047	149	161	45	5	(b)
	Jan. 9-June 30, 1978 July 7-July 15, 1978	739	185	206	67	9	(b)
Kansas	Jan. 10-Apr. 7, 1977 Apr. 27-Apr. 29, 1977 May 11-May 11, 1977	1,172	201	358	127	13	(b)
	Jan. 9-Apr. 7, 1978 Apr. 24-Apr. 26, 1978 May 11-May 11, 1978	1,009	202	438	113	11	(b)
Kentucky‡	Jan. 3-March 18, 1978	1,141	214	409	118	7	49L
Louisiana‡	Apr. 17-May 2, 1978 May 10-July 10, 1978	2,517	449	310	327	13	(b)
	April 16-May 1, 1979 May 9-July 9, 1979	2,449	516	801	323	16	(b)
Maine	Jan. 5-July 25, 1977	1,900	56	730	N.A.	49(c)	101L
	Jan. 4-April 6, 1978	314	54	201	N.A.	16(c)	51L
Maryland‡	Jan. 12-April 11, 1977	3,328	201	977	67	95(c)	68L
	Jan. 11-April 10, 1978	3,484	202	1,017	63	160(c)	(b)
Massachusetts	Jan. 5-July 6, 1977 Aug. 1, 1977-Jan. 3, 1978	7,909	N.A.	913	N.A.	17(c)	(b)
	Jan. 4-July 12, 1978	7,787	N.A.	581	N.A.	4(c)	(b)
Michigan	Jan. 12-July 8, 1977 Aug. 30-Aug. 30, 1977 Sept. 19-Oct. 27, 1977 Nov. 1-Nov. 17, 1977 Nov. 28-Dec. 15, 1977 Dec. 29-Dec. 29, 1977	3,120	1,605	320	1,276	3(c)	(b)
	Jan. 11-July 1, 1978 Sept. 5-Sept. 29, 1978 Nov. 14-Nov. 21, 1978 Nov. 28-Dec. 14, 1978 Dec. 29-Dec. 29, 1978	1,374	1,455	642	1,318	15	(b)
Minnesota	Jan. 4-May 23, 1977	3,468	71	454	37	0	(b)
	Jan. 17-March 24, 1978	1,680	51	343	19	0	(b)
Mississippi‡	Jan. 3-April 7, 1978	2,634	440	635	205	8	90C
	Jan. 2-March 30, 1979	2,677	392	646	142	12(c)	90C
Missouri	Jan. 5-June 30, 1977	1,428	798	196	N.A.	13	(b)
	Jan. 4-May 15, 1978	1,477	670	147	N.A.	17	(b)
	Sept. 6-Sept. 7, 1978(e)	0	34	0	N.A.	0	2L
Montana	Jan. 3-April 19, 1977	1,292	172	605	122	2	90L
Nebraska	Jan. 5-June 1, 1977	593	144	268	63	27(c)	90L
	Jan. 4-Jan. 17, 1978 Feb. 2-April 21, 1978	462	157	275	67	31(c)	60L

Table 15—Concluded
1977-78 SESSIONS, INTRODUCTIONS, AND ENACTMENTS: REGULAR SESSIONS

State or other jurisdiction	Duration of session*	Introductions		Enactments		Measures vetoed by governor	Length of session†
		Bills	Resolutions	Bills	Resolutions		
Nevada	Jan. 17-May 9, 1977	1,281	178	601	120	5	81L
New Hampshire	Dec. 1-Dec. 3, 1976(d)						
	Jan. 5-June 29, 1977 Oct. 20-Nov. 3, 1977 June 29-June 29, 1978	1,631	38	606	6	43(c)	(b)
New Jersey‡	Jan. 10, 1978-Jan. 9, 1979 Jan. 9, 1979-Jan. 8, 1980	4,580	565	501	20	155(c)	(b) (b)
New Mexico	Jan. 18-March 19, 1977	1,048	39	387	3	29	60C
	Jan. 17-Feb. 16, 1978	665	35	212	2	6	30C
New York	Jan. 5, 1977-Jan. 4, 1978	16,020	N.A.	983	N.A.	201	82L
	Jan. 4-Dec. 31, 1978	19,781	N.A.	793	N.A.	52	68L
North Carolina	Jan. 12-July 1, 1977	2,451	150	1,131	110	(f)	123L
	May 5-June 16, 1978	275	38	168	17	(f)	13L
North Dakota	Jan. 4-April 8, 1977	1,154	241	580	140	13(c)	67L
Ohio	Jan. 3-Dec. 7, 1977	1,375	1,054	231	975	5	(b)
	Jan. 3-Dec. 21, 1978	537	924	256	879	5(c)	(b)
Oklahoma	Jan. 4-June 8, 1977	855	153	266	79	7	90L
	Jan. 3-April 28, 1979	638	126	310	74	11(c)	68L
Oregon	Jan. 10-July 5, 1977	2,611	168	899	50	20	177C
Pennsylvania	Jan. 4, 1977-Jan. 3, 1978	3,254	353	144	180	15	(b)
	Jan. 3-Nov. 30, 1978	1,251	53	434	63	28(c)	(b)
Rhode Island	Jan. 4-Apr. 1, 1977 April 12-May 6, 1977	2,736	N.A.	346	458	22	63L
	Jan. 3-Feb. 3, 1978 Feb. 14-Mar. 17, 1978 Mar. 28-May 5, 1978	2,521	N.A.	541	665	13	62L
South Carolina	Jan. 11-June 17, 1977	1,325	N.A.	392	N.A.	6(c)	(b)
	Jan. 10-July 25, 1978	1,183	N.A.	1,143	N.A.	7(c)	(b)
South Dakota	Jan. 18-April 4, 1977	739	64	423	47	30(c)	45L
	Jan. 3-Feb. 25, 1978	708	59	380	44	18(c)	30L
Tennessee	Jan. 1-Jan. 3, 1977(d)	...	...	...	...	...	3L
	Feb. 22-May 19, 1977	3,051	511	1,312	N.A.	8(c)	(b)
	Jan. 10-Apr. 27, 1978	2,137	693	1,220	N.A.	14(c)	41L
Texas	Jan. 11-May 30, 1977	3,603	1,515	872	1,160	26	(b)
Utah	Jan. 10-March 10, 1977	817	132	290	56	16(c)	46L
	Jan. 9-Jan. 28, 1978	191	155	44	53	0	16L
Vermont	Jan. 5-Apr. 23, 1977	632	N.A.	117	90	1	67L
	Jan. 4-Apr. 2, 1978	352	N.A.	283	142	1	55L
Virginia‡	Jan. 11-March 11, 1978	2,077	337	896	237	44	44L
	Jan. 10-March 3, 1979	1,490	280	769	197	27	39L
Washington	Jan. 10-March 10, 1977	2,530	365	465	127	40	103L
West Virginia	Jan. 12-Jan. 12, 1977(d)	...	...	...	...	...	1L
	Feb. 9-April 9, 1977	1,697	204	165	52	10	48L
	Jan. 11-March 13, 1978	1,573	195	112	49	5(c)	47L
Wisconsin	Jan. 3-Jan. 3, 1977 Jan. 11-Feb. 17, 1977 Mar. 29-July 1, 1977 Sept. 6-Sept. 30, 1977 Jan. 24-Jan. 24, 1978 Jan. 31-Mar. 31, 1978 June 13-June 15, 1978 Jan. 1, 1979	2,053	230	442	93	24(c)	(b)
Wyoming	Jan. 11-Feb. 28, 1977	784	26	195	3	5	40L
	Feb. 14-March 9, 1978	89	8	60	4	0	20L
Total	...	198,824	...	44,319	...	...	...
American Samoa	Jan. 10-Feb. 18, 1977	116	N.A.	35	N.A.	16	N.A.
	July 11-Sept. 13, 1977	73	143	21	51	7	60L
	Jan. 9-Feb. 17, 1978	83	N.A.	14	N.A.	6	N.A.
	July 10-Sept. 15, 1978	67	112	16	49	4	60L
Guam	Jan. 3-Dec. 20, 1977	650	233	96	186	6(c)	89L
	Jan. 3-Dec. 28, 1978	307	144	61	125	7(c)	73L
Puerto Rico	Jan. 10-May 31, 1977	N.A.	N.A.	136	46	18	141C
	Jan. 9-May 31, 1978	N.A.	N.A.	101	43	16	142C

---

*Actual adjournment dates are listed regardless of constitutional limitations. Legal provisions governing legislative sessions, regular and special, are reflected in the table on pages 108-9.

†C—Calendar days; L—Legislative days.

‡Legislatures in these states begin new legislatures in even-numbered years. These figures reflect this calendar. Alabama, Louisiana, Maryland, and Mississippi have 4-year legislatures.

N.A.—Not available.

(a) Includes joint resolutions only.

(b) Arizona: 1977 H—83L, S—92L; 1978 H—88L, S—93L. California: 1977 H—135L, S—134L; 1978 H—121L, S—125L. Connecticut: 1978 H—59L, S—56L. Delaware: 1978 H—56L, S—57L. Illinois: 1977 H—103L, S—99L; 1978 H—67L, S—58L. Iowa: 1977 H—92L, S—90L; 1978 H—85L, S—84L. Kansas: 1977 H—68L, S—67L; 1978 H—69L, S—68L. Louisiana: 1978 H—58L, S—44L; 1979 H—60L, S—44L. Maryland: 1978 H—65L, S—67L. Massachusetts: 1977 H—173L, S—167L; 1978 H—83L, S—96L. Michigan: 1977 H—133, S—134; 1978 H—127, S—125. Minnesota: 1977 H—58L, S—56L; 1978 H—36L, S—33L. Missouri: 1977 H—94L, S—92L; 1978 H—70L, S—72L. New Hampshire: 1976 H—3L, S—2L; 1977 H—54L, S—61L. New Jersey: 1979 H—42L, S—40L; 1980 H—35L, S—38L. Ohio: 1977 H—119L, S—136L; 1978 H—69L, S—83L. Pennsylvania: 1977 H—115L, S—94L; 1978 H—51L, S—55L. South Carolina: 1977 H—91L, S—92L; 1978 H—110L, S—115L. Tennessee: 1977 H—43L, S—40L. Texas: 1977 H—81L, S—80L. Wisconsin: H—112L, S—84L.

(c) Measures passed over the governor's veto. Alaska: 1. Arkansas: 1. California: 1. Connecticut: 1. Illinois: 1977—16; 1978—8. Indiana: 4. Maine: 1977—22; 1978—9. Maryland: 1977—5; 1978—1. Massachusetts: 1977—13; 1978—1. Michigan: 1. Mississippi: 2. Nebraska: 1977—19; 1978—18. New Hampshire: 4. New Jersey: conditional vetoes amended and adopted: 22. North Dakota: 1. Ohio: 1. Oklahoma: 2. Pennsylvania: 8. South Carolina: 1977—4; 1978—3. South Dakota: 1977—16; 1978—1. Tennessee: 1977—1; 1978—5. Utah: 1. West Virginia: 1977—veto amended and adopted: 1; 1978—1. Wisconsin: 4. Guam: 1977—5; 1978—3.

(d) Organizational session.

(e) Veto session.

(f) Governor has no veto power.

Table 16
1977-78 SESSIONS, INTRODUCTIONS AND ENACTMENTS: SPECIAL SESSIONS

State or other jurisdiction	*Duration of session*	*Introductions*		*Enactments*		*Measures vetoed by governor*	*Length of session†*
		Bills	*Resolutions*	*Bills*	*Resolutions*		
Alabama	May 17-June 9, 1977	421	110	50	33	0	12L
	June 27-June 27, 1977	0	17	0	5	0	1L
	Jan. 3-Jan. 9, 1978	18	27	1	3	0	5L
	July 31-Aug. 4, 1978	289	119	89	49	0	5L
Alaska	None	...	...	...	...	...	...
Arizona	June 29-June 29, 1978	1	0	1	0	0	1L
	Oct. 19-Oct. 19, 1978	1	0	1	0	0	1L
Arkansas	Aug. 2-Aug. 5, 1977	60	12	25	8	24	4L
California	Jan. 5-Apr. 24, 1978	31	2	1	2	0	58L
Colorado	May 22-May 24, 1978	4	7	1	6	0	3L
	July 10-July 12, 1978	2	7	2	6	0	3L
Connecticut	None	...	...	...	...	...	...
Delaware	July 1-July 1, 1977	(a)	(a)	(a)	(a)	(a)	1L
	July 6-July 6, 1977	(a)	(a)	(a)	(a)	(a)	1L
	Aug. 9-Aug. 9, 1977	(a)	(a)	(a)	(a)	(a)	1L
	Oct. 13-Oct. 13, 1977	(a)	(a)	(a)	(a)	(a)	1L
	Nov. 14-Nov. 14, 1977	(a)	(a)	(a)	(a)	(a)	1L
	Dec. 16-Dec. 17, 1977	(a)	(a)	(a)	(a)	(a)	2L
	July 1-July 1, 1978(d)	(a)	(a)	(a)	(a)	(a)	1L
	Aug. 8-Aug. 8, 1978(e)	(a)	(a)	(a)	(a)	(a)	1L
	Aug. 31-Aug. 31, 1978	(a)	(a)	(a)	(a)	(a)	1L
	Oct. 30-Oct. 30, 1978(e)	(a)	(a)	(a)	(a)	(a)	1L
Florida	June 8-June 16, 1977	77	2	14	0	2	9L
	June 22-June 24, 1977	69	1	25	1	1	3L
	June 7-June 8, 1978	25	0	17	0	2	2L
Georgia	None	...	...	...	...	...	...
Hawaii	May 9-May 13, 1977	21	0	21	0	0	5L
Idaho	None	...	...	...	...	...	...
Illinois	Oct. 24-Nov. 23, 1977(d)	63	18	3	15	1	12L
	Oct. 24-Nov. 23, 1977(e)	35	15	6	15	0	12L
	Dec. 16-Dec. 16, 1977	0	7	0	7	0	1L
Indiana	May 23-May 23, 1977	15	1	12	1	2	1L
Iowa	June 21-June 25, 1977	3	10	2	6	0	5L
Kansas	None	...	...	...	...	...	...
Kentucky	Jan. 8-Feb. 10, 1979	132	96	21	72	0	27L
Louisiana	None	...	...	...	...	...	...
Maine	Sept. 6-Sept. 15, 1978	5	0	0	0	0	7L
	Oct. 18-Oct. 18, 1978	1	0	1	0	0	1L
	Dec. 6-Dec. 6, 1978	1	0	1	0	0	1L
Maryland	None	...	...	...	...	...	...
Massachusetts	July 31-Aug. 1, 1978	0	0	0	0	0	1L
Michigan	None	...	...	...	...	...	...
Minnesota	None	...	...	...	...	...	...
Mississippi	May 1-May 3, 1979	0	0	0	0	0	3L
Missouri	Aug. 10-Sept. 26, 1977	2	124	2	N.A.	0	(b)
Montana	None	...	...	...	...	...	...
Nebraska	June 8-June 30, 1978	16	26	4	21	3(c)	9L
Nevada	None	...	...	...	...	...	...
New Hampshire	July 12, 1977-Oct. 4, 1978(d)	71	2	58	1	12(c)	15L
	July 12, 1977-Nov. 9, 1978(e)	57	3		2	2(c)	13L
	Sept. 27, 1977-Sept. 27, 1977(d)	0	0	0	0	0	1L
	Sept. 27, 1977-Oct. 20, 1977(e)	0	0	0	0	0	2L
New Jersey	None	...	...	...	...	...	...
New Mexico	Feb. 17-Feb. 25, 1978	7	0	4	0	3	9L
New York	Oct. 25-Oct. 25, 1977	2	9	1	9	0	1L
	July 12-July 18, 1978	50	8	1	8	0	4L
	Sept. 27-Sept. 27, 1978	10	8	5	8	0	1L
	Dec. 7-Dec. 7, 1978	16	19	7	19	0	1L
North Carolina	May 31-June 16, 1978	275	38	168	17	0	13L
North Dakota	None	...	...	...	...	...	...
Ohio	Jan. 25-Jan. 31, 1977	1	2	0	2	0	6L
Oklahoma	June 13-June 17, 1977	7	8	7	7	0	5L
Oregon	Sept. 5-Sept. 9, 1978	26	7	9	2	0	5L
Pennsylvania	None	...	...	...	...	...	...
Rhode Island	None	...	...	...	...	...	...
South Carolina	None	...	...	...	...	...	...
South Dakota	None	...	...	...	...	...	...
Tennessee	None	...	...	...	...	...	...
Texas	July 11-July 21, 1977	31	136	5	104	0	(b)
	July 10-Aug. 8, 1978	85	316	10	224	0	(b)
Utah	June 14-June 14, 1977(f)	0	0	0	0	0	1L
	June 28-July 12, 1977	11	7	9	5	0	4L
	May 24-May 26, 1978	14	17	11	0	0	3L
Vermont	None	...	...	...	...	...	...
Virginia	None	...	...	...	...	...	...
Washington	March 11-June 21, 1977	(a)	(a)	(a)	(a)	(a)	(a)
West Virginia	May 2-June 22, 1977	27	37	10	17	0	11L

Table 16—Concluded
1977-78 SESSIONS, INTRODUCTIONS AND ENACTMENTS: SPECIAL SESSIONS

State or other jurisdictions	Duration of session	Introductions		Enactments		Measures vetoed by governor	Length of session†
		Bills	Resolutions	Bills	Resolutions		
Wisconsin	June 30-June 30, 1977	0	3	0	3	0	1L
	Nov. 7-Nov. 11, 1977	6	6	5	4	0	5L
	June 13-June 15, 1978	2	7	2	7	0	3L
	Dec. 20-Dec. 20, 1978	2	6	2	6	0	1L
Wyoming	May 1-May 6, 1978	19	2	9	1	0	6L
American Samoa	Jan. 1-Jan. 1, 1977	0	0	0	0	0	1L
	Mar. 28-Apr. 22, 1977	12	3	3	1	0	26C
	Aug. 8-Aug. 30, 1977	0	1	0	1	0	23C
	Sept. 6-Sept. 23, 1977	3	0	1	0	0	18C
	Nov. 21-Dec. 23, 1977	31	11	8	7	0	10L
	Mar. 20-Mar. 31, 1978	17	19	8	11	0	12C
	Aug. 21-Sept. 9, 1978	1	0	1	0	0	20C
	Oct. 23-Oct. 27, 1978	7	10	5	5	2	5C
Guam	N.A.	...	...	...	...	...	...
Puerto Rico	June 20-July 1, 1977	0	0	23	3	1	11C
	Nov. 28-Dec. 13, 1977	N.A.	N.A.	4	1	0	15C
	June 5-June 21, 1978	N.A.	N.A.	56	38	2	16C
	Oct. 16-Nov. 4, 1978	N.A.	N.A.	9	9	0	19C

Key:

†C—Calendar days; L—Legislative days.

N.A.—Not available.

(a) Data for regular and special sessions combined.

(b) Missouri: H—12L, S—15L. Texas: 1977 H—9L, S—7L; 1978 H—16L, S—18L.

(c) Measures passed over the governor's veto. Nebraska: 3. New Hampshire: House—4, Senate—1.

(d) House.

(e) Senate.

(f) Convened to consider gubernatorial appointment only.

Table 17
LEGISLATIVE SESSIONS: LEGAL PROVISIONS

State or other jurisdiction	Regular sessions				Special sessions		
	Legislature convenes*			Limitation on length of session	Legislature may call†	Legislature may determine subject	Limitation on length of session
	Year	Month	Day				
Alabama	Annual	Apr. Feb. Jan.	3rd Tues. (a,b) 1st Tues 2nd Tues.(c)	30 L in 105 C	No	2/3 vote each house	12 L in 30 C
Alaska	Annual	Jan. Jan.	3rd Mon.(a) 2nd Mon.	None	2/3 vote of membership	Yes(d)	30 C
Arizona	Annual	Jan.	2nd Mon.	None(e)	Petition 2/3 members, each house	Yes(d)	None
Arkansas	Odd(f)	Jan.	2nd Mon.	60 C(f)	No	(g)	None(g)
California	Even(h)	Dec.	1st Mon.	None	No	No	None
Colorado	Annual(i)	Jan.	Wed. after 1st Tues.	None	Vote 2/3 members, each house	Yes(d)	None
Connecticut	Annual(i)	Odd: Jan. Even: Feb.	Wed. after 1st Mon. Wed. after 1st Mon.	(j) (j)	No	No	None
Delaware	Annual(k)	Jan.	2nd Tues.	June 30	Jt. call, presiding officers, both houses	Yes	None
Florida	Annual	Apr.	Tues. after 1st Mon.(b)	60 C(f)	Jt. call, presiding officers, both houses	Yes	20 C(f)
Georgia	Annual(k)	Jan.	2nd Mon.	40 L	Petition 3/5 members, each house	Yes(d)	(l)
Hawaii	Annual(k)	Jan.	3rd Wed.	60 L(f)	Petition 2/3 members, each house	Yes	30 L(f)
Idaho	Annual	Jan.	Mon. on or nearest 9th day	None	No	No	20 C
Illinois	Annual(k)	Jan.	2nd Wed.	None	Jt. call, presiding officers, both houses	Yes	None
Indiana	Annual	Jan.	2nd Mon.(b)	Odd: 61 L or Apr. 30 Even: 30 L or Mar. 15	No	Yes	30 L in 40 C
Iowa	Annual(k)	Jan.	2nd Mon.	None(m)	Petition 2/3 members, each house	Yes	None
Kansas	Annual(k)	Jan.	2nd Mon.	Odd: none Even: 90 C(f)	Petition to governor of 2/3 members, each house	Yes	None
Kentucky	Even	Jan.	Tues. after 1st Mon.	60 L	No	No	None
Louisiana	Annual	Apr.	3rd Mon.	60 L in 85 C	Petition majority, each house	Yes(d)	30 C
Maine	Even(h) Even(i)	Dec. Jan.	1st Wed. 1st Wed. after 1st Tues.	None	Vote of majority of each party, each house	Yes(d)	None
Maryland	Annual	Jan.	2nd Wed.	90 C(f,n)	Petition majority, each house	Yes	30 C
Massachusetts	Annual	Jan.	1st Wed.	None	Yes	Yes	None
Michigan	Annual(k)	Jan.	1st Wed.	None	No	No	None
Minnesota	Odd(o)	Jan.	Tues. after 1st Mon.	120 L or 1st Mon. after 3rd Sat.	No	Yes	None
Mississippi	Annual	Jan.	Tues. after 1st Mon.	(f,p)	No	No	None
Missouri	Annual	Jan.	Wed. after 1st Mon.	Odd: June 30 Even: May 15	No	No	60 C
Montana	Odd	Jan.	1st Mon.	90 L	Petition majority, each house	Yes	None
Nebraska	Annual(k)	Jan.	1st Wed. after 1st Mon.	Odd: 90 L(f) Even: 60 L(f)	Petition 2/3 members	Yes	None
Nevada	Odd	Jan.	3rd Mon.	60 C(m)	No	No	20 C(m)
New Hampshire	Odd	Jan.	1st Wed. after 1st Tues.(b)	(m)	Yes	Yes	None(m)
New Jersey	Annual	Jan.	2nd Tues.	None	Petition majority, each house	Yes	None
New Mexico	Annual(i)	Jan.	3rd Tues.	Odd: 60 C Even: 30 C	Petition 3/5 members, each house	Yes(d)	30 C
New York	Annual(k)	Jan.	Wed. after 1st Mon.	None	Petition 2/3 members, each house	Yes(d)	None
North Carolina	Odd(o)	Jan.	Wed. after 2nd Mon.	None	Petition 3/5 members, each house	Yes	None
North Dakota	Odd	Jan.	1st Mon.(b,q)	80 N	No	Yes	None
Ohio	Annual	Jan.	1st Mon.(q)	None	Jt. call, presiding officers, both houses	Yes	None

Oklahoma	Annual(k)	Jan.	Tues. after 1st Mon.	90 L	No	No	None
Oregon	Odd	Jan.	2nd Mon.	None	Petition majority, each house	Yes	None
Pennsylvania	Annual(k)	Jan.	1st Tues.	None	Petition majority, each house	No	None
Rhode Island	Annual(k)	Jan.	1st Tues.	60 L(m)	No	No	None
South Carolina	Annual(k)	Jan.	2nd Tues.(b)	None	No	Yes	None
South Dakota	Annual	Jan.	Odd: Tues. after 3rd Mon.	45 L	No	No	None
			Even: Tues. after 1st Mon.	30 L			
Tennessee	Odd(o)	Jan.	1st Tues.(b)	90 L(m)	Petition 2/3 members, each house	Yes	30(m)
Texas	Odd	Jan.	2nd Tues.	140 C	No	No	30 C
Utah	Annual(i)	Jan.	2nd Mon.	Odd: 60 C	No	No	30 C
				Even: 20 C			
Vermont	Odd(o)	Jan.	Wed. after 1st Mon.	None(m)	No	Yes	None
Virginia	Annual(k)	Jan.	2nd Wed.	Even: 60 C(f)	Petition 2/3 members, each house	Yes	None
				Odd: 30 C(f)			
Washington	Annual	Jan.	2nd Mon.	Odd: 105 C	Petition 2/3 members, each house	Yes	30C
				Even: 60 C			
West Virginia	Annual	Jan.	2nd Wed.(r)	60 C (f, n)	Petition 3/5 members, each house	Yes(s)	None
Wisconsin	Annual	Jan.	1st Tues. after Jan. 8(t)	None	No	No	None
Wyoming	Annual(i)	Jan.	Odd: 2nd Tues.	40 L	No	Yes	None
			Even: 2nd Tues.	20 L			
American Samoa	Annual	Jan.	2nd Mon.	45 L	No	No	None
		July	2nd Mon.	45 L			
Guam	Annual(k)	Jan.	1st Mon.(u)	None	No	No	None
Puerto Rico	Annual(k)	Jan.	2nd Mon.	Apr. 30(f)	No	No	20
TTPI	Annual(k)	Jan.	2nd Mon.	50 C	No	No	None
Virgin Islands	Annual(k)	Jan.	2nd Mon.	75 L	No	No	None

Key:
L—Legislative day
C—Calendar day
N—Natural day

*All states elect new legislatures in November of even-numbered years except Louisiana, Mississippi, New Jersey, and Virginia. Alabama, Louisiana, Maryland, and Mississippi elect all legislators at the same time to four-year terms (see table on pages 70-71).

† The following states provide for a special session to only consider bills vetoed after adjournment sine die: Connecticut, Hawaii, Louisiana, Missouri (even years only), and Washington.

(a) In the year immediately following the quadrennial general election.

(b) Legislature meets in organizational session. Alabama: second Tuesday in January after quadrennial election. Florida: 14th day following each general election. Indiana: third Tuesday after first Monday in November for one day only. New Hampshire: first Wednesday of December, even-numbered years. North Dakota: December following general election to reconvene at a time prescribed by law, but no later than January 8. South Carolina: first Tuesday after certification of the election of its members for no more than 3 days. Tennessee: first Tuesday in January for no more than 15 C days to organize and introduce bills; reconvenes on first Tuesday next following the conclusion of the organizational session, unless the General Assembly by joint resolution sets another date.

(c) During the election year.

(d) Only if legislature convenes itself. Special sessions called by the legislature are unlimited in scope in Arizona, Georgia, Maine, and New Mexico.

(e) House and senate rules require that regular sessions be adjourned sine die no later than the third Friday in April of each year.

(f) Session may be extended for an indefinite period of time by vote of members in both houses. Arkansas: 2/3 vote (this extension can permit the legislature to meet in even years). Florida: 3/5 vote. Hawaii: petition of 2/3 membership for not more than 15 days. Kansas: 2/3 vote of elected members. Maryland: 3/5 vote for 30 additional days. Mississippi: 2/3 vote of those present may extend for 30 C days; no limit on extensions. Nebraska: 4/5 vote. Virginia: 2/3 vote for up to 30 days. West Virginia: 2/3 vote. Puerto Rico: joint resolution.

(g) After the legislature has disposed of the subjects in the governor's call, it may by a 2/3 vote of members of both houses take up subjects of its own choosing in a session of up to 15 days.

(h) Regular sessions commence in December of each even-numbered year following the general election. California: the legislature continues in session until November 30 of the next even-numbered year. It may recess from time to time, and may be recalled into regular session.

(i) Second session of legislature is basically limited to budget and fiscal matters. Exceptions. Maine: legislation in the governor's call, study committee legislation, and initiated measures. New Mexico: legislature may consider bills vetoed by the governor at the preceding session. Utah: legislature may consider nonbudget matters after 2/3 vote of each house.

(j) Odd years: not later than first Wednesday after first Monday in June; even years: not later than first Wednesday after first Monday in May.

(k) The legislature meets in two annual sessions, each adjourning sine die. Bills carry over from first to second session. Illinois: adjourns sine die at end of second year only. Puerto Rico: four annual sessions.

(l) Limited to 70 days if called by governor and 30 days if called at petition of legislature, except for impeachment proceedings.

(m) Indirect restrictions only since legislator's pay, per diem, or daily allowance stops, but session may continue. Iowa: limit on per diem expenses, 120 days first session, 100 days second session. Nevada: limit on pay only. New Hampshire: constitutional limit on expenses of 90 days or July 1, whichever occurs first; 15 days salary and expenses for special sessions. Tennessee: constitutional limit on per diem and travel allowance only, excluding organizational session.

(n) Governor must extend until the general appropriation is passed.

(o) The legislature may and in practice has divided the session to meet in even years also.

(p) The first session of a new legislature. Every other even year of the gubernatorial term, it is limited to 125 C days; odd years 90 C days.

(q) If the first Monday falls on a legal holiday. North Dakota: a date to be selected by the Legislative Council between January 2 and January 11. Ohio: the day after.

(r) Following each gubernatorial election, the legislature convenes on the second Wednesday of January to organize, but recesses until the second Wednesday in February for the start of the 60-day session.

(s) According to a 1955 attorney general's opinion, when the legislature has petitioned to the governor to be called into session, it may then act on any matter.

(t) The legislature by joint resolution establishes the session schedule of activity for the remainder of the biennium at the beginning of the odd-numbered year. These dates may be subject to change.

(u) The legislature meets on the first Monday of each month following its initial session in January.

Table 18
ENACTING LEGISLATION: VETO, VETO OVERRIDE, AND EFFECTIVE DATE

State or other jurisdiction	Legislature may recall bill before governor acts	Governor may return bill before action	Item veto on appropriation bills		Days allowed governor to consider bill(a)			Votes required in each house to pass bills or items over veto(b)	Effective date of enacted legislation
					During session	After session			
			Amount	Other	Bill becomes law unless vetoed	Bili becomes law unless vetoed	Bill dies unless signed		
Alabama	★	★	★	★	6	...	10 A	Majority elected	Immediately(c)
Alaska	...	...	★(d)	...	15	20P	...	2/3 elected(e)	90 days after enactment
Arizona	★	...	★	...	5	10 A	...	2/3 elected	90 days after adjournment
Arkansas	★	...	★	...	5	20 A(f)	...	Majority elected	90 days after adjournment
California	...	★	★(d)	...	12(f)	(g)	...	2/3 elected	(h)
Colorado	★	...	★	★	10(f)	30 A(f)	...	2/3 elected	Immediately
Connecticut	★	...	★	...	5(i)	15 P(f)	...	2/3 elected	Oct. 1(j)
Delaware	★(k)	...	★	...	10	...	30 A(f)	3/5 elected	Immediately
Florida	...	...	★	★	7(f)	15 P(f)	...	2/3 elected	60 days after adjournment
Georgia (l)	...	...	★	...	5	30 A(m)	...	2/3 elected	July 1(n)
Hawaii (l)	★	...	★(o)	...	10(i,p)	45 A(i,p)	(p)	2/3 elected	Immediately
Idaho	...	...	★	...	5	10 A	...	2/3 elected	July 1(n)
Illinois	...	★(q)	★(d)	...	60(f)	60 P(f)	...	3/5 elected(e)	January 1(n,r)
Indiana	★	...	...	...	7	7 A	...	Majority elected	Proclamation of gov.
Iowa	★	★	★	★	3	30 A(s)	30 A(s)	2/3 elected	July 1(n)
Kansas	★	...	★	...	10	10 P	...	2/3 elected	Upon publication
Kentucky	...	...	★	...	10	10 A	...	Majority elected	90 days after adjournment
Louisiana (l)	...	...	★	...	10(f)	20 P(f)	...	2/3 elected	60 days after adjournment
Maine	★	...	...	...	10	(m)	...	2/3 present	90 days after adjournment
Maryland (l)	★	★	★(t)	★	6	30 P(m)	...	3/5 elected	June 1(u)
Massachusetts	★	★(q)	★(d)	★	10(i)	...	10 P	2/3 present	90 days
Michigan	★	...	★	★	14(f)	...	14 P(f)	2/3 elected & serving	90 days after adjournment
Minnesota	★	...	★	...	3	...	14 P	2/3 elected	Aug. 1(v)
Mississippi	...	...	★	★	5	15 P(m)	...	2/3 elected	60 days
Missouri	...	...	★(d)	...	15(s)	45 P(m,s)	...	2/3 elected	90 days after adjournment(v,x)
Montana	...	★(q)	★	★	5(f)	25 A(f)	...	2/3 present(e)	July 1
Nebraska	★	★	★(y)	...	5	5 A	...	3/5 elected	3 mo. after adjournment
Nevada	★	★	...	...	5	10 A	...	2/3 elected	July 1
New Hampshire	★	★	...	...	5	...	5 P	2/3 elected	60 days
New Jersey	...	★(q)	★(d)	...	10(z)	45 A(aa)	45 A(aa)	2/3 elected	July 4
New Mexico	★	★	★	...	3	...	20 A	2/3 present	90 days after adjournment(v)
New York	★	...	★	...	10	...	30 A(f)	2/3 elected	20 days
North Carolina	...	...	(ab)	...	(ab)	(ab)	(ab)	...	30 days after adjournment
North Dakota	...	...	★(d)	★	3	15 A	...	2/3 elected	July 1
Ohio	★	★	★	...	10	10 A	...	3/5 elected	90 days after filed with secretary of state

Oklahoma	★	...	★	...	5	...	15 A	2/3 elected(e)	90 days after adjournment
Oregon	★	...	★	★	5	20 A	...	2/3 present	90 days after adjournment
Pennsylvania	★	...	★(d)	...	10(f)	30 A(f)	...	2/3 elected	60 days
Rhode Island	...	...	...	...	6	10 A(f)	...	3/5 present	10 days after adjournment
South Carolina	★	...	★	★	5	(m)	...	2/3 present	20 days
South Dakota	★	★	★	★	5	15 A	...	2/3 elected	July 1(n)
Tennessee	★	...	★(d)	...	10	10 A	...	Majority elected	40 days
Texas	★	★	★	...	10	20 A	...	2/3 present	90 days after adjournment
Utah	★	...	★	...	5	10 A	...	2/3 elected	60 days after adjournment
Vermont	★	...	...	...	5	...	3 A	2/3 present	July 1
Virginia	...	★	★	★	7(f)	...	30 A(f)	2/3 present(ac)	1st day of 4th mo. after adjournment
Washington	...	...	★	★	5	20 A	...	2/3 present	90 days after adjournment
West Virginia	★	...	★(d)	★	5	15 A(ad)	...	Majority elected(e)	90 days after final passage by legislature
Wisconsin	★	...	★	★	6	...	6 P	2/3 present	Upon publication
Wyoming	★	★	★	...	3	15 A(f)	...	2/3 elected	Immediately
American Samoa	★	★	★	...	10	...	30 P	2/3 elected	(w)
Guam	...	...	★	...	10	...	30 P	14 members	(w)
Mariana Islands	...	...	★	...	10	30	...	3/4 elected	(w)
Puerto Rico	...	...	★(d)	★	10	...	30 P(f)	2/3 elected	Specified in act
Virgin Islands	...	★	★	★	10	...	30 P(f)	2/3 elected	15 days (w)
U.S. Congress	...	...	...	...	10	...	10 P	2/3 present	Immediately

Key:

P—days after presentation to governor

A—days after adjournment of legislature

(a) Sundays excluded.

(b) Bill is returned to house of origin with objections.

(c) Penal acts, 60 days.

(d) The governor can also reduce items in appropriations measures.

(e) Revenue and appropriations bills. Alaska: 2/3 elected. Illinois: appropriation reductions, majority elected. Montana: 3/5. Oklahoma: emergency bills, 3/4. West Virginia: budget and supplementary appropriations, 2/3 elected.

(f) Sundays included.

(g) Regular sessions: the last day which either house may pass a bill (except statutes calling elections, statutes providing for tax levies or appropriations for usual current expenses of the state, and urgency statutes) is August 31 of even-numbered years. All bills given to the governor during the 12 days prior to August 31 of that year become law unless vetoed by September 30. Special sessions: 12 days.

(h) Regular sessions: January 1 next following 90-day period from date of enactment. Special sessions: 91st day after adjournment.

(i) Except Sundays and legal holidays. Hawaii: except Saturdays, Sundays, holidays, and any days in which the legislature is in recess prior to adjournment.

(j) Special acts: immediately.

(k) Only by originating house.

(l) Constitution withholds right to veto constitutional amendments.

(m) Bills vetoed after adjournment shall be returned to the legislature for reconsideration. Georgia: returned within 35 days from the date of adjournment for reconsideration within the first 10 days of the next session. Maine: returned within 3 days after the next meeting of the same legislature which enacted the bill or resolution. Maryland: reconsidered at the next meeting of the same General Assembly. Mississippi: returned within 3 days after the beginning of the next session. Missouri: bills returned within 4 days of adjournment or later in first session are considered at beginning of 2nd session. Bills returned in second session are considered in automatic veto session held for no more than 10 days beginning on the first Wednesday following the first Monday in September. South Carolina: within 2 days after the next meeting.

(n) Effective date for acts which become law on or after July 1. Georgia: January 1. Idaho: special sessions, 60 days after adjournment. Illinois: July 1 of next calendar year. Iowa: special sessions, 90 days after adjournment. South Dakota: 91st day after adjournment.

(o) The governor can only reduce items in the executive appropriations measures. The governor can neither reduce nor item veto items in the legislative or judicial budgets, but he may veto the budget as a whole.

(p) The governor must notify the legislature 10 days before the 45th day of his intent to veto a measure on that day. The legislature may convene on 45th day after adjournment to consider vetoed measures. If the legislature fails to reconvene, the bill does not become law. If the legislature reconvenes, it may pass the measure over the governor's veto or it may amend the law to meet the governor's objections. If the law is amended, the governor must sign the bill within 10 days after it is presented to him for it to become law.

(q) Amendatory veto.

(r) Any law may have another effective date specified. Bills passed after June 30 which specify an earlier effective date must receive the approval of 3/5 of the members elected to each house.

(s) The governor must sign or veto all bills presented to him. Iowa: during the last three days of the session. Missouri: if the governor fails to return the approved or vetoed bill, the legislature by joint resolution may direct the enrollment of the bill and it becomes law.

(t) Item veto on supplementary appropriation bills and capitol construction bill only. The general appropriation bill may not be vetoed.

(u) Bills passed over governor's veto are effective in 30 days or on date specified in bill, whichever is later.

(v) Appropriations acts. Minnesota: July 1. Missouri: immediately. New Mexico: immediately.

(w) All laws require approval by Secretary of Interior.

(x) In event of a recess of 30 days or more, legislature may prescribe by joint resolution that laws previously passed and not effective shall take effect 90 days from beginning of recess.

(y) No appropriation can be made in excess of the recommendations contained in the governor's budget unless by a 2/3 vote. The excess is not subject to veto by the governor.

(z) If house of origin is in temporary adjournment on the 10th day (Sundays excepted) after presentation to governor, bill becomes law on day house of origin reconvenes unless returned by governor on that day.

(aa) Bills not signed by governor do not become law if the 45th day after adjournment sine die comes after the end of the legislative year.

(ab) Governor has no approval or veto power.

(ac) Including majority elected.

(ad) Five days for appropriations bills.

Table 19
LEGISLATIVE PROCEDURE: TIME LIMITATIONS ON BILL INTRODUCTION

State or other jurisdiction	*Time limit on introduction of legislation*	*Exceptions granted to time limits on bill introduction*
Alabama	24th L day.	House: 4/5 vote of quorum present & voting. Senate: must suspend rules.
Alaska	2nd session only: 35th C day.	2/3 vote of membership. Standing committees. Governor's legislation introduced through the Rules Committee.
Arizona	Regular session: 29th day. Special session: 10th day.	Permission of Rules Committee.
Arkansas	Appropriation bills: 50th day; other bills, 55th day.	2/3 vote of membership.
California	None, except legislative schedule established for committee action.	Legislative schedule may be waived by approval of Rules Committee & 2/3 vote of House.
Colorado	1st session: 60th L day. 2nd session: 30th L day.	Committee on Delayed Bills. Appropriations bills.
Connecticut	Fixed by legislature when adopting rules for the biennium.	Bills at request of governor for emergency or necessity. Emergency legislation designated by presiding officers. Legislative revision & omnibus validation acts.
Delaware	Discretion of each house.	....
Florida	House: noon 1st day of regular session, except for bills & joint resolutions sponsored by a standing committee. Senate: 11th day, except for general appropriations bills, local bills & joint resolutions.	2/3 vote. Recommendation of Rules Committee.
Georgia	House: 30th L day. Senate: 33rd L day.	House: 3/5 vote. Senate: 2/3 vote.
Hawaii	Constitutional limit: after 19th day & before the mandatory recess held between the 20th & 40th days. Actual deadlines established during the session.	2/3 vote.
Idaho	20th day for individual members; 35th day for committees, except—House: Appropriations, State Affairs, Revenue & Taxation & Ways & Means; Senate: Finance, State Affairs, Judiciary & Rules.	Speaker may designate any committee to serve as a privileged committee either temporarily or for the remainder of the session.
Illinois	House: odd year, April 6, except Senate bills in House, June 1; even year, all bills except committee bills & appropriation bills referred to Rules Committee. Senate: odd year, April 11; even year, bills allowed by the Rules Committee & bills implementing state budget or introduced by standing committees.	House rules governing limitations on the introduction of bills may not be suspended. Senate rules may be suspended by affirmative vote of a majority of senators elected or, if suspension is approved by a majority of Rules Committee, by a majority of senators present.
Indiana	House: odd year, 16th session day; even year, 4th session day. Senate: odd year, 12th session day; even year, 4th session day.	House: 2/3 vote. Senate: consent of Rules and Legislative Procedure Committee.
Iowa	Individual legislators. House: odd year, Friday of 7th week; even year, Friday of 3rd week. Senate: odd year, Friday of 7th week; even year, Friday of 2nd week. Committee bills: odd year, 11th week; even year, 9th week.	Committee-sponsored bills. Majority vote of membership, unless written request for drafting the bill was submitted before deadline. Senate & House: bills co-sponsored by the majority & minority floor leaders.
Kansas	Individuals: 31st C day. Committees: 45th C day. Either house, by resolution, may set an earlier date.	By resolution, either house may make specific exceptions to the deadline for committee bills. Ways & Means & Federal State Affairs Committees not subject to deadline.
Kentucky	No introductions during final 10 days.	Majority vote of elected members.
Louisiana	15th C day.	2/3 vote of elected members.
Maine	2nd Friday after convening for drafting requests to Legislative Research; final form to be introduced no later than the 7th Friday following.	Approval of a majority of the members of the Legislative Council. Committee bills. Bills to facilitate legislative business.
Maryland	No introductions during last 35 days. Appropriations bills, 3rd Wednesday of January. New governors, 10 days after convening of legislature.	2/3 vote.
Massachusetts	1st Wednesday of December	4/5 vote. Request of governor, special commission or committees with specific reporting dates & home rule petitions.
Michigan	None	....
Minnesota	None	....
Mississippi	90-day session: 16th day. 125-day session: 51st day.	2/3 present and voting. Revenue, local & private, & appropriation bills.
Missouri	Odd year: 60th L day. Even year: 30th L day.	Majority of elected members. Request of governor. Appropriations bills.
Montana	Bill drafting requests: individuals, 14th day; committees, 38th day. Introductions: individuals, 18th day; appropriation & revenue bills, 21st day; committees, 40th day.	2/3 vote. Appropriations bills.
Nebraska	10 L days.	3/5 vote. Request of governor. With approval of majority of members of a committee & 3/5 elected members of legislature.
Nevada	Bill drafting request only: 30th day.	House: 2/3 present. Committee bills.
New Hampshire	House: all drafting requests must be filed by 5 p.m., January 31; all bills must be approved by signature by April 5 for introduction as House bills. Senate: April 12th.	2/3 vote of membership or approval of Joint Rules Committee.
New Jersey	None.	....
New Mexico	Odd year only: 30th L day. Appropriations bill, 50th day.	At request of governor.

Table 19—Concluded

LEGISLATIVE PROCEDURE: TIME LIMITATIONS ON BILL INTRODUCTION

State or other jurisdiction	*Time limit on introduction of legislation*	*Exceptions granted to time limits on bill introduction*
New York	Assembly: 1st Tuesday in March for unlimited introduction; each member may introduce up to 10 bills until the last Tuesday in March. Senate: temporary president may designate a final date but not prior to first Tuesday of March; bills recommended by a state department or agency must be submitted to the temporary president by the 3rd Tuesday of February.	Assembly: unanimous vote except for Fridays; Committee on Rules; by message from Senate: bills from governor. Senate, members elected at special elections after 1st Tuesday in March, Friday introductions only. Senate: bills by governor, attorney general & comptroller must be to temporary president by the 1st Tuesday of April.
North Carolina	House: local bills and state agency bills by April 1st. Senate: local bills by March 9th; state agency bills by April 1; all resolutions except those honoring deceased persons by April 1st.	2/3 vote.
North Dakota	Bills: 15th L day. State agency bills: 5th L day. Resolutions: 18th L day. Resolutions proposing constitutional amendments or Legislative Council studies: 33rd L day.	2/3 vote or approval of majority of Committee on Delayed Bills.
Ohio	House: after March 15th of the second regular session, a resolution to end introduction of bills may be passed by a majority vote. Senate: none.	House: majority vote on recommendation of bill by Reference Committee.
Oklahoma	1st session: none. 2nd session: 19th L day.	2/3 vote. Revenue & appropriation bills.
Oregon	House: 29th C day. Senate: 36th C day.	Approval of House Committee on Legislative Rules & Operations, Senate Rules Committee, Speaker of House, Jt. Committee on Ways & Means, bills sponsored by a committee & priority bills.
Pennsylvania	None.	....
Rhode Island	42nd L day.	House: 2/3 members present. Senate: majority members present. Individual local & private bills.
South Carolina	House: April 15th, or if received from Senate prior to May 1. Senate: none.	House: majority vote. General or deficiency appropriations act. Senate: 2/3 vote.
South Dakota	45-day session: 20th day. 30-day session: 8th day. All committee bills 1 day later.	2/3 vote. General appropriations act.
Tennessee	House: general bills, 20th L day. Senate: general bills, 10th L day. Resolutions, 30th L day.	House: 2/3 vote. Senate: unanimous consent of Committee on Delayed Bills or 2/3 vote.
Texas	60 C days.	4/5 vote. Local bills. Emergency appropriations. Emergency matters by governor.
Utah	30th C day.	Majority vote.
Vermont	House: odd year, 5 weeks except proposals delivered to the Legislative Drafting Division by that time, then 12 weeks; even year, by agreement of Rules Committee may be pre-filed by September 1 of odd year for next year. Senate: odd year, 53rd C day; even year, must be filed with the Legislative Drafting Division 25 days before session begins.	2/3 vote. Consent of Rules Committee. Appropriations & revenue bills. House only: committee bills introduced within 10 days after 1st Tuesday in March.
Virginia	Deadlines are set during the session. Municipal charter bills must be introduced on the 1st day of session.	Unanimous vote. At request of governor.
Washington	Constitution: by 50th day. Stricter limits usually established by concurrent resolution at beginning of each session. 1979 limit: code revisor's list, 29th day, introduced by 33rd day.	2/3 vote of elected members.
West Virginia	House: 50th C day. Senate: 41st C day.	House: 2/3 vote of all members of each house present & voting (permission of both houses must be granted by concurrent resolution setting out title of bill). Senate: 2/3 vote of senators present & voting.
Wisconsin	None.	....
Wyoming	Odd year: 18th L day. Even year: 5th L day.	Unanimous vote of elected members.
American Samoa	House: 15th L day. Senate: 15th L day.	2/3 vote of elected members.
Guam	None.	....
Puerto Rico	60th day.	Majority vote.

Key:
L—Legislative day.
C—Calendar day.

Table 20
LEGISLATIVE PROCEDURE: BILL INTRODUCTION AND REFERENCE

State or other jurisdiction	Pre-session bill filing		Bills referred to committee by		Bill referral restricted by rule		Bill carryover*
	1st session	2nd session	House	Senate	House	Senate	
Alabama	B	B(a,b)	Spkr.	Pres.	...	...	No
Alaska	B	B	Spkr.	Pres.	★	★	Yes
Arizona	B	B	Spkr.	Pres.	...	...	No
Arkansas	B	...	Spkr.	Rules Cmte	★	★	...
California	(c)	(c)	Spkr.	Rules Cmte	...	★	Yes(d)
Colorado	B	B	Spkr.	Pres.	...	...	No
Connecticut	B	B	Spkr.	Pres. Pro Tem.	★	★	No
Delaware	B	B	Spkr.	Pres. Pro Tem.	★	...	Yes
Florida	B	B	Spkr.	Pres.	★	...	No
Georgia	No	No	Spkr.	Pres.	...	...	Yes
Hawaii	No	B	Spkr.	Pres.	★	★	Yes
Idaho	S	S	Spkr.	Pres.	...	...	No
Illinois	B	B	Cmte. on Assigt.	Cmte. on Assigt.	...	...	Yes(e)
Indiana	B	B	Spkr.	Pres. Pro Tem.	...	...	No
Iowa	B	B	Spkr.	Pres.	...	★	Yes
Kansas	B	B	Spkr.	Pres.	★	★	Yes
Kentucky	B	...	Cmte. on Cmtes.	Cmte. on Cmtes.	★	★	...
Louisiana	B	B(a)	Spkr.	Pres.	★	★	No
Maine	B	No	Secy. of Senate & Clerk of House (f,g)		...	...	No
Maryland	B	B(a,b)	Spkr.	Pres.	(h)	(h)	No
Massachusetts	B	B	Clerk(g)	Clerk(g)	★	★	No
Michigan	No	No	Spkr.	Pres.(g)	...	...	Yes
Minnesota	No	B	Spkr.	Pres.	(h)	(h)	Yes
Mississippi	B	B(a)	Spkr.	Pres.	...	...	No
Missouri	B	B	Spkr.	Pres. Pro Tem.	★	★	Yes(i)
Montana	B	...	Spkr.	Pres.	...	...	...
Nebraska	S	S	U	Ref. Cmte.	...	★	Yes
Nevada	B	...	Introducer	Maj. Ldr.	...	★	...
New Hampshire	B	...	Spkr.	Pres.	★	★	...
New Jersey	B	No	Spkr.	Pres.	...	...	Yes
New Mexico	No	No	Spkr.	Presid. Offr.(j)	(h)	(h)	No
New York	B	B	Spkr.	Pres. Pro Tem.	...	...	Yes
North Carolina	No	No	Spkr.	Pres.	(h)	(h)	Yes
North Dakota	B	...	Spkr.	Pres.	★	★	...
Ohio	B	B	Ref. Cmte.	Rules Cmte.	...	...	Yes
Oklahoma	B	B	Spkr.	Pres. Pro Tem.	...	...	Yes
Oregon	B	...	Spkr.	Pres.	...	...	...
Pennsylvania	B	B	Spkr.	Pres.	...	...	Yes
Rhode Island	B	B	Spkr.	Pres.	...	...	Yes
South Carolina	B	B	Spkr.	Presid. Offr.	...	...	Yes
South Dakota	B	B	Spkr.	Pres.	...	...	No
Tennessee	B	B	Spkr.	Spkr.	...	★	Yes
Texas	B	...	Spkr.	Pres.	★	...	...
Utah	B	B	Spkr.	Pres.	...	...	No
Vermont	B	B	Spkr.	Pres.	★	★	Yes
Virginia	B	B	Spkr.	Clerk	★	★	Yes
Washington	B	B	Spkr.	Pres.	...	...	Yes
West Virginia	B	B	Spkr.	Pres.	★	...	No
Wisconsin	B	B	Presid. Offr.	Presid. Offr.	...	...	Yes
Wyoming	B	No	Spkr.	Pres.	...	...	No
American Samoa	B	B	Spkr.	Pres.	★	★	Yes
Guam	S	S	U	Rules Cmte.	...	★	Yes
Puerto Rico	B	B	Pres.	Pres.	★	★	Yes

---

*Bills carry over from the first year of a legislature to the second. Bills generally do not carry over after an intervening legislative election.

Key:

B Both chambers
S Senate
H House
U Unicameral

(a) Four year legislature.

(b) Bills cannot be pre-filed after last session of the term.

(c) California has a continuous legislature. Bills may be introduced at any time during the biennium. However, legislative schedule is established for committee action.

(d) Only bills which have passed the house of origin by January 30 of the second year of the biennium may carry over.

(e) Some limitation by legislative rule.

(f) Should there be no agreement between the clerk and secretary, the speaker and president make the assignment. If they cannot agree, the Legislative Council resolves the issue.

(g) Subject to approval or disapproval. Maine: by membership of either house. Massachusetts: by presiding officer. Michigan: by senate membership.

(h) No, except Maryland: local bills in house, and local bills and bills creating judgeships in senate. Minnesota: bills on government structure which go to governmental operations committees and bills appropriating funds which go to finance committee. New Mexico: House, Appropriation and Finance Committee; Senate, Finance Committee. North Carolina: Appropriations and Finance Committees.

(i) House only. The senate refuses to hear any bill carried over by the house.

(j) At request of sponsoring senator.

Table 21
LEGISLATIVE PROCEDURE: STANDING COMMITTEES*

State or other jurisdiction	Committee members appointed by		Committee chairmen appointed by		Number of standing committees during regular 1979 session			Average number of committee assignments per legislator	
	House	Senate	House	Senate	House	Senate	Joint	House	Senate
Alabama	S	P(a)	S	P(a)	21	12	. . .	3	5
Alaska	CC, E	CC, E	CC, E	CC, E	9	9	. . .	2	3
Arizona	S	P	S	P	17	11	. . .	4	3.5
Arkansas	S	CC	S	CC	10	10	3	2	2
California	S	CR	S	CR	19	17	. . .	3	4
Colorado	S, MnL	MjL, MnL	S	MjL	11	10	. . .	3	2
Connecticut	S	Pt	S	Pt	. . .	. . .	18	2	3
Delaware	S	Pt	S	Pt	18	16	1	3	4
Florida	S	P	S	P	25	14	. . .	3	3
Georgia	S	CC	S	CC	29	19	. . .	3	3
Hawaii	(b)	(b)	(c)	(c)	22	17	. . .	6	6
Idaho	S	P, E	S	P, E	13	9	. . .	2.4	2.3
Illinois	S, MnL	P, MnL	S	P	23	18	. . .	2.3	3.7
Indiana	S	Pt	S	Pt	22	16	. . .	3	4
Iowa	S	P(a)	S	P(a)	16	15	. . .	4	3.5
Kansas	S	CC	S	CC	16	15	2	2.6	4.2
Kentucky	CC	CC	CC	CC	15	15	. . .	3	3
Louisiana	S	P	S	P	15	15	. . .	2.3	2.9
Maine	S	P	S	P	. . .	. . .	19	1.5	2
Maryland	S	P	S	P	6	5	. . .	1	1
Massachusetts	S	P	S	P	4	4	21	(d)	(d)
Michigan	S	CC	S	CC	32	14	. . .	3	3
Minnesota	S(e)	(f)	S(e)	(f)	17	16	. . .	3	3
Mississippi	S	P(a)	S	P(a)	28	32	4	4	7
Missouri	S	Pt(g)	S	Pt(g)	36	24	. . .	3	7
Montana	S	CC	S	CC	15	16	. . .	2.5	2.9
Nebraska	U	CC	U	(h)	U	13	. . .	U	2.1
Nevada	S, MnL	MjL, MnL	S	MjL	13	9	. . .	3	3
New Hampshire	S	P	S	P	23	17	. . .	1	3.25
New Jersey	S	P	S	P	18	14	2	2.6	1.9
New Mexico	S	CC	S	CC	12	7	. . .	2	2
New York	S	Pt	S	Pt	26	24	. . .	3.8	4
North Carolina	S	P	S	P	49	33	. . .	7	8
North Dakota	S	CC	(c)	(c)	11	11	1	2	2
Ohio	S	CC	S	CC	21	10	. . .	3	3
Oklahoma	S	Pt	S	CR	31	23	1	4	4
Oregon	S	P	S	P	18	15	. . .	2	3
Pennsylvania	CC, E	Pt	S	Pt	24	22	. . .	2.5	6
Rhode Island	S	MjL	S	MjL	6	6	6	1	2
South Carolina	S	E	E	E	11	15	2	1	5
South Dakota	S	MjL	S	MjL	10	10	. . .	2	2.5
Tennessee	S	S	S	S	11	9	. . .	2	2
Texas	S(i)	P(a)	S	P(a)	31	9	. . .	3	3
Utah	S	P	S	P	11	11	2	3.2	3
Vermont	S	CC	S	CC	14	12	3	1	3
Virginia	S	E	S	(j)	20	11	. . .	3	4
Washington	S, CC	P, CC	S, CC	CC	20	17	. . .	3	3
West Virginia	S	P	S	P	14	17	. . .	3	6
Wisconsin	S, MnL	(k)	S	(k)	32	12	9	3	2
Wyoming	S(b)	P(b)	S(b)	P(b)	12	12	1	2	2
American Samoa	S, E	P, E	S	P	15	16	1	4	4
Guam	U	(l)	U	E	U	14	. . .	U	5
Puerto Rico	S	P	S	P	18	15	. . .	N.A.	N.A.

---

*Committees which regularly consider legislation during a legislative session.

Key:

S—Speaker
CC—Committee on Committees
P—President
CR—Committee on Rules
MjL—Majority leader
Pt—President pro tem
MnL—Minority leader
E—Election
U—Unicameral
N.A.—Not available

(a) Lieutenant governor.

(b) Party caucus.

(c) Majority caucus.

(d) House: Democrats 1.5, Republicans 1.8. Senate: Democrats 3.5, Republicans 5.

(e) Normally, the speaker appoints chairmen and members of committees. In the 1979 session, however, the membership was evenly divided between the 2 major parties. An agreement on organization divided the responsibility for committee selection and chairmanship between the parties.

(f) Subcommittee of Rules Committee.

(g) Minority caucus.

(h) Secret ballot by legislature as a whole.

(i) Modified seniority system.

(j) Senior member of the committee is automatically chairman.

(k) Committee on Senate Organization.

(l) Chairman of each committee.

Table 22
LEGISLATIVE PROCEDURE: STANDING COMMITTEE ACTION

State or other jurisdiction	Uniform rules of committee procedure			Public access to committee meetings required: Open to public		Public access to committee meetings required: Advance notice (in days)		Recorded roll call on vote to report bill to floor	
	House	*Senate*	*Joint*	*House*	*Senate*	*House*	*Senate*	*House*	*Senate*
Alabama	Yes	No	. . .	Yes	Yes	. . .	. . .	Nv	Al
Alaska	No	No	. . .	Yes	Yes	. . .	. . .	Sm	Sm
Arizona	Yes	No	. . .	Yes	Yes	(a)	5	Nv	Nv
Arkansas	Yes	Yes	Yes	Yes	Yes	2	2	Al	Al
California	Yes	Yes	Yes	Yes	Yes	4	4	Al	Al
Colorado	Yes	Yes	. . .	Yes	Yes	. . .	. . .	Al	Al
Connecticut	Yes	Yes	Yes	Yes(b)	Yes(b)	. . .	. . .	Al	Al
Delaware	Yes	Yes	No	Yes	Yes	(c)	(c)	Al	Al
Florida	Yes	Yes	. . .	Yes	Yes	2(d)	7	Al	Al
Georgia	No	No	. . .	Yes	Yes	. . .	. . .	Nv	Nv
Hawaii	Yes	Yes	. . .	Yes	Yes	2	2	Al	Al
Idaho	Yes	Yes	. . .	Yes	Yes	. . .	. . .	Us	Us
Illinois	Yes	Yes	. . .	Yes	Yes	6.5	6	Al	Al
Indiana	No	No	. . .	Yes	Yes	1	3	Al	Al
Iowa	Yes	Yes	. . .	Yes	Yes	. . .	. . .	Al	Al
Kansas	Yes	Yes	. . .	Yes	Yes	(c)	. . .	Sm	Sm
Kentucky	No	No	. . .	Yes	Yes	3	. . .	Al	Al
Louisiana	Yes	Yes	. . .	Yes	Yes	1(e)	1(e)	Al	Sm
Maine	No	No	Yes	Yes	Yes	(c)	(c)	Sm	Sm
Maryland	Yes	Yes	. . .	Yes	Yes	(c)	(c)	Al	Al
Massachusetts	Yes	Yes	Yes	Yes	Yes	(f)	(f)	Nv	Nv
Michigan	Yes	No	. . .	Yes	Yes	(g)	(g)	Al	Al
Minnesota	Yes	Yes	Yes	Yes	Yes	3	3	Sm	Sm
Mississippi	No	No	No	Yes	Yes	. . .	. . .	Sm	Sm
Missouri	Yes	Yes	. . .	Yes	Yes	1	1	Al	Al
Montana	No	No	. . .	Yes	Yes	(h)	(h)	Al	Al
Nebraska	U	Yes	. . .	U	Yes	U	5-7	U	Al
Nevada	Yes	Yes	. . .	Yes	Yes	5(i)	(c)	Al	Al
New Hampshire	Yes	No	. . .	Yes	Yes	3	3	Al	Al
New Jersey	Yes	Yes	. . .	Yes	Yes	5	5	Al	Al
New Mexico	No	No	. . .	Yes	Yes	. . .	. . .	Al	Sm
New York	Yes	Yes	. . .	Yes	Yes	7	7	Al	Sm
North Carolina	No	No	No	Yes(b)	Yes(b)	(c)	(c)	Sm	Sm
North Dakota	No	No	. . .	Yes	Yes	(g)	(g)	Sm	Sm
Ohio	Yes	Yes	. . .	Yes	Yes	(c)	. . .	Al	Al
Oklahoma	Yes	Yes	. . .	Yes(c)	Yes(c)	. . .	. . .	Sm	Sm
Oregon	Yes	Yes	. . .	Yes	Yes	1(j)	1(k)	Al	Al
Pennsylvania	No	No	. . .	Yes	Yes	3	3	Al	Al
Rhode Island	Yes	Yes	Yes	Yes	Yes	. . .	2(l)	Al	Al
South Carolina	Yes	Yes	. . .	Yes	Yes	1	. . .	Nv	Nv
South Dakota	Yes	Yes	. . .	Yes	Yes	2	2	Al	Al
Tennessee	Yes	Yes	. . .	Yes	Yes	(m)	(m)	Sm	Al
Texas	Yes	No	. . .	Yes	Yes	5	1	Al	Sm
Utah	Yes	Yes	Yes	Yes	Yes	1	1	Sm	Al
Vermont	Yes	Yes	Yes	Yes	Yes	. . .	. . .	Sm	Sm
Virginia	Yes	Yes	. . .	Yes(n)	Yes	(c)	(c)	Al	Al
Washington	Yes	Yes	. . .	Yes	Yes	5	5	Sm	Sm
West Virginia	No	No	. . .	Yes	Yes	. . .	. . .	Sm	Sm
Wisconsin	Yes	Yes	No	Yes	Yes	7	7	Al	Al
Wyoming	No	No	No	Yes	Yes	. .	. . .	Sm	Sm
American Samoa	No	No	No	Yes	Yes	1.5	(d)	Nv	Nv
Guam	U	Yes	. . .	U	Yes	U	10	U	Al
Puerto Rico	Yes	Yes	. . .	Yes	Yes	. . .	. . .	Nv	Nv

Key:
U—Unicameral
Al—Always
Us—Usually
Sm—Sometimes
Nv—Never

(a) Rules: Thursday of previous week; statute: 24 hours.

(b) Certain matters specified by statute can be discussed in executive session. Connecticut: upon a 2/3 vote of committee members present and voting and stating the reason for such executive session. North Carolina: appropriations committees are required to sit jointly in open session.

(c) No specified time. Kansas: "due notice" is required by house rules. Maine: usually 7 days notice given. Maryland: "from time to time," usually 7 days. Nevada: "adequate notice." North Carolina: usually about 2 days. Ohio: "due notice," usually 7 days. Virginia: notice is published in the daily calendar.

(d) During session, 2 days notice for first 45 days, 2 hours thereafter.

(e) One day during session, 5 days during interim.

(f) Special bills only.

(g) Michigan: committees meet on regular schedule during sessions. Eighteen-hour notice for rescheduled or special meetings unless legislature is adjourned or recessed for less than 18 hours. North Dakota: rules require posting of bills and resolutions to be considered at each meeting but specify no particular time in advance.

(h) There is an informal agreement to give 3 days notice.

(i) Public hearings on bills or resolutions of "high public importance" must receive 5 calendar days notice. All other committee meetings must have 24 hours notice.

(j) In case of actual emergency, a meeting may be held upon such notice as is appropriate to the circumstances.

(k) Except in case of meeting to resolve conflicts or inconsistencies among two or more measures, in which case posting and notice to the public shall be given immediately upon call of the meeting, and notice of the meeting shall be announced on the floor if the senate is in session.

(l) Up to 42nd day; discontinued thereafter.

(m) Committees meet on a fixed schedule during sessions. Five days notice required during interim.

(n) Committee meetings are required to be open for final vote on bill.

Table 23
LEGISLATIVE APPROPRIATIONS PROCESS: BUDGET DOCUMENTS AND BILLS

	Budget document submission							Budget bill introduction			
	Legal source of deadline		Submission date relative to convening date								
State or other jurisdiction	Constitutional	Statutory	Prior to session	Within one week	Within two weeks	Within one month	Over one month	Same time as budget document	Another time	None until cmte. review	Usual number of budget bills
Alabama	...	★	...	★	...	...	...	★	...	...	2
Alaska	...	★	...	★	...	...	...	★	...	...	1
Arizona	...	★	...	★	...	...	...	...	...	★	3-4
Arkansas	...	...	...	...	★(a)	...	...	...	...	★	450
California	★	...	...	...	★	...	...	★	...	...	1
Colorado	...	★	...	...	★(b)	...	...	...	...	★	1
Connecticut	...	...	...	...	...	★(c)	...	★	...	...	1
Delaware	...	★	...	...	...	Feb. 1	...	★(d)	...	...	1
Florida	...	★	30 days	...	...	...	...	...	...	★(e)	1
Georgia	★	...	...	★	...	...	...	★	...	...	2(f)
Hawaii	...	★	20 days	...	...	...	...	...	★(g)	...	1
Idaho	...	★	...	★	...	...	...	...	...	★	120
Illinois	...	★	...	...	...	...	★	...	★	...	100
Indiana	...	★	7 days(i)	...	...	...	...	★	...	...	3(j)
Iowa	...	★	...	...	...	★	...	...	...	★(e)	20
Kansas	...	★	...	...	...	★(c)	...	...	★(h)	...	15-25
Kentucky	...	...	...	★(a)	...	...	...	★	...	...	1
Louisiana	...	★	...	1st day	...	...	...	...	(k)	...	1
Maine	...	★	...	...	★(l)	...	...	★	...	...	2
Maryland	★	...	...	★(l)	...	...	...	★(m)	...	...	1
Massachusetts	★	...	...	...	...	★	...	★(n)	...	...	5
Michigan	...	★	...	...	★(o)	...	...	★	...	...	19
Minnesota	...	★	...	...	...	★	...	...	...	★	7
Mississippi	...	★	Dec. 15	...	...	...	...	...	...	★	240
Missouri	★	...	...	...	...	★	...	★	...	...	13-16
Montana	...	★	...	1st day	...	...	...	...	★	...	6
Nebraska	...	★	...	...	★	...	...	...	...	★(d)	5-8
Nevada	...	★	...	...	★	...	...	...	...	★	5
New Hampshire	...	★	...	...	...	...	★	...	...	★	2
New Jersey	...	★	...	...	...	★(l)	...	...	...	★	1
New Mexico	...	★	...	★(p)	...	...	...	★	...	...	1
New York	★	...	...	...	★(l)	...	...	★(q)	...	...	30-40
North Carolina	...	...	...	★(a)	...	...	...	★	...	...	2
North Dakota	...	★	...	3rd day(r)	...	...	...	★	...	...	30
Ohio	...	★	...	...	...	★(l)	...	★	...	...	3-4
Oklahoma	...	★	...	★	...	...	...	★	...	...	90
Oregon	...	★	Dec. 1(l)	...	...	...	...	★	...	...	150
Pennsylvania	...	★	...	...	...	...	★(l,s)	...	...	★	75
Rhode Island	...	★	...	...	...	...	★(t)	★	...	...	1
South Carolina	...	★	...	★	...	...	...	...	...	★	3
South Dakota	...	★	Dec. 1	...	...	...	...	...	...	★	1
Tennessee	...	★	...	...	★(l)	...	...	★	...	...	1
Texas	...	★	...	★	...	...	...	★	...	...	1
Utah	...	★	(u)	...	★(c)	...	...	...	...	★	1
Vermont	...	★	...	...	...	★	...	...	...	★	1
Virginia	...	★	...	★	...	...	...	★	...	...	1
Washington	...	★	Dec. 20	...	...	...	...	...	★	...	3(j)
West Virginia	★	...	...	1st day(l)	...	...	...	★	...	...	1
Wisconsin	...	★	...	...	...	★(v)	...	★	...	...	1
Wyoming	...	★	Jan. 1	...	...	...	...	...	...	★	1
American Samoa	...	...	★(a)	...	...	...	...	...	★(g)	...	1
Guam	...	★	...	...	...	★	...	★	...	...	1
Puerto Rico	★	...	...	...	...	★	...	...	...	★	2
Virgin Islands	★	...	...	...	...	★(w)	...	★	...	...	8-10

(a) By custom only.

(b) Copies of agency budgets to be presented to the legislature by November 1. Governor's budget usually is presented in January.

(c) Even year. Connecticut: 1st day; Kansas: 2nd day; Utah: 1st day.

(d) Executive budget bill is introduced and used as working tool for committee. Delaware: after hearings on executive bill, a new bill is then introduced. The committee bill is considered by the legislature.

(e) Executive submits bill, but it is not introduced; used as a working tool by committee.

(f) One appropriations bill amends the current appropriation, the other appropriates funds for the coming fiscal year.

(g) Budget presented prior to session. Hawaii: 20 days;.

(h) Within one month for most bills; however, some are introduced later.

(i) Budget document submitted prior to session does not necessarily reflect budget message which is given sometime during the first three weeks of session.

(j) There are three basic budget bills: one for conduct of state government, one for construction of state properties, one for highways.

(k) Subject to same 15-day constitutional limit as other bills.

(l) Later for first session of a new governor. Maine: 6 weeks; Maryland: 10 days; New Jersey: February 15; New York: February 1; Ohio: March 16; Oregon: February 1; Pennsylvania: first full week in March; Tennessee: March 1; West Virginia: 1 month.

(m) Appropriations bills other than the budget bill (supplementary) may be introduced at any time. They must provide their own tax source, and may not be enacted until the budget bill is enacted.

(n) General Appropriations Act only.

(o) Long-range capital budget: 30 days.

(p) Statutes provide for submission by 25th legislative day; however, the executive budget is usually presented by the first day of the session. The legislative budget is usually presented on the first day or at the prelegislative session conference of the standing finance committees.

(q) Governor has 30 days to amend or complete submission bills which enact the recommendations contained in his executive budget, computed from the designated submission date for the budget.

(r) For whole legislature. The Legislative Council only receives budget on December 1.

(s) Submitted by governor as soon as possible after General Assembly organizes, but not later than the first full week in February.

(t) 24th legislative day. Legislature normally meets for four legislative days per week.

(u) Must submit confidential copy to fiscal analyst 30 days prior to session.

(v) Last Tuesday in January. A later submission date may be requested by the governor.

(w) Organic Act specifies at opening of each regular session; statute specifies on or before February 1.

Table 24
FISCAL NOTES: CONTENT AND DISTRIBUTION

State or other jurisdiction	Content						Distribution						
							Legislators						
										Appropriations committee			
	Intent or purpose of bill	Cost involved	Projected future cost	Proposed source of revenue	Fiscal impact on local government	Other	All	Available on request	Bill sponsor	Members	Chairman only	Fiscal staff	Executive budget staff
Alabama	...	★	...	★	★(a)	...	★(b)	...	...	...	...	...	...
Alaska	...	★	★	★(c)	...	...	★(d)	...	...	...	...	...	...
Arizona	...	★	★	★	★	...	★	...	...	...	...	★	★
Arkansas	★(e)	★(e)	★(e)	...	★	...	★	...	...	...	...	...	...
California	★	★	★	★	★	...	★	...	...	...	...	★	★
Colorado	★	★	★	★	★	...	★	...	...	...	...	...	...
Connecticut	★	★	★	★	★	★(f)	★(g)	...	...	...	...	★	★
Delaware	...	★	★	...	...	★(h)	★	...	...	...	...	★	★
Florida	★	★	★	★	★	★(f)	★	...	...	...	...	★	★
Georgia	...	★	★	★	★	...	...	★	...	...	...	...	...
Hawaii	...	...	...	...	...	...	...	...	...	...	...	...	...
Idaho	★	★	★	★(i)	★	...	★	...	...	...	...	...	...
Illinois	★	★	★	★	★	...	...	★(j)	★(j)	...	...	...	...
Indiana	★	★	★	★	★	...	★	...	...	...	...	★	★
Iowa	...	★	★	★	★	...	★	...	...	...	...	...	...
Kansas	★	★	★	★	★	...	...	★	...	...	★(k)	★	★
Kentucky	★	★	★	★	...	...	...	★	★	★	...	★	...
Louisiana	...	★	★	...	★	...	...	★	★	...	...	★(l)	...
Maine	...	★	★	...	...	...	★	...	...	...	...	★	...
Maryland	★	★	★	★	★	...	...	★	★	★(k)	...	★	★
Massachusetts	...	★(m)	...	...	...	...	★	...	...	...	...	...	...
Michigan	★	★	★	★	★	★(n)	★(o)	★	...	...	...	★	...
Minnesota	★	★	★	★	...	...	...	★	★	★	...	★	...
Mississippi	★	★	★	...	★	...	...	★	...	...	★	...	...
Missouri	...	★	★	★	★	...	★	...	...	...	...	...	...
Montana	★(p)	★	★	★	...	★(f)	★	...	...	...	...	...	...
Nebraska	...	★	★	★	★	...	★	...	...	...	...	★	★
Nevada	★	★	★	★	★	...	★	...	...	...	...	...	★
New Hampshire	★	★	★	★	★	...	★	...	...	...	...	★	★
New Jersey	★	★	★	...	★	★	★(q)	...	...	...	...	★	...
New Mexico	★	★	★	...	★(i)	★(r)	...	(s)	...	...	★(s)	...	...
New York	★	★(t)	...	...	★	...	...	★	★	★	...	★	...
North Carolina	★	★	★	...	★	★(u)	★	★	...	...	...	...	...
North Dakota	★	★	★(v)	★	★	...	...	★	...	...	★	★	...
Ohio	★	★	★	★	...	...	★(w)	★	...	★	...	★	...
Oklahoma	...	...	...	...	★	★(x)	...	★	...	★	...	...	...
Oregon	...	★	★	★	★	...	★	...	...	...	...	...	...
Pennsylvania	...	★	★	★	★	★(y)	★	...	...	...	...	★	★
Rhode Island	...	★	★	...	★	...	...	★	...	...	★	★	★
South Carolina	...	★	★	...	...	...	...	★	★	...	...	...	...
South Dakota	...	★	★	★	★	...	★	...	...	...	...	...	...
Tennessee	★	★	★	★	★	★(z)	★	...	...	...	...	★	★
Texas	...	★	★	★	★	...	...	★	★	★(k)	...	...	★
Utah	...	★	★	★	★	...	★	...	...	...	...	...	...
Vermont	★	★	★	★	...	...	...	★	...	...	★	...	...
Virginia	★	★	★	★(aa)	...	★	...	★	★	★	★	...	...
Washington	★	★	★	★	★	...	...	★	...	★	...	★	★
West Virginia	★	★	★	★	★(ab)	...	★	...	...	...	...	...	...
Wisconsin	...	★	★	★	★	...	★	...	...	...	...	...	...
Wyoming	...	★	★	★	★	...	★	...	...	...	...	...	...
American Samoa	...	...	...	...	...	...	...	...	...	...	...	...	...
Guam	★	★	★	★	★	...	★	...	...	...	...	★	★
Puerto Rico	...	★	...	...	★	...	★	...	...	...	...	...	...
Virgin Islands	★	★	...	★	..	...	★	...	...	...	...	...	...

Table 24—Concluded (Footnotes)

(a) Senate only.

(b) Fiscal notes are included in bills for final passage calendar. A computerized fiscal note status, tally, and reporting system is currently being implemented. Printout information will be distributed to fiscal committees and will be available on request.

(c) Contained in the bill, not in the fiscal note.

(d) Fiscal notes are required only on bills which would require increased appropriations by the state. Fiscal notes are to be attached to the bill before it is reported to the rules committee. Governor's bills must have fiscal note before introduction.

(e) Required on retirement and local government bills.

(f) Mechanical defects in bill and effective date.

(g) Normally fiscal notes are printed with appropriate bill. However, in cases where fiscal notes are not available at printing time or in the case of floor amendments, copies are distributed as follows: leadership, chairman of committee reporting bill, chairman of finance or appropriations committee, and others upon request.

(h) Relevant data and prior fiscal year cost information.

(i) Occasionally.

(j) A summary of the fiscal note is attached to the summary of the relevant bill in the Legislative Synopsis and Digest. Fiscal notes are prepared for the sponsor of the bill, and are attached to the bill on file in either the office of the clerk of the house or the secretary of the senate.

(k) Or to committee to which referred.

(l) Prepared by fiscal staff. One copy sent to Legislative Council.

(m) Fiscal notes are prepared only if cost exceeds $100,000 or matter has not been acted upon by the Joint Commission on Ways and Means.

(n) Other relevant data.

(o) Analyses prepared by senate fiscal agency, distributed to senate members only; analyses prepared by house fiscal agency, distributed to house members only.

(p) Comment or opinion on the merits of the bill is prohibited.

(q) Sponsor may disapprove fiscal note; if disapproved, fiscal note is not printed or distributed.

(r) Impact of revenue bills reviewed by Legislative Council Service and executive agencies.

(s) Legislative Finance Committee staff prepares fiscal notes for Appropriations Committee chairman; other fiscal impact statements prepared by Legislative Council Service and executive agencies are available to anyone upon request.

(t) Rules of the Assembly require sponsors' memoranda to include estimate of cost to state and/or local government. Fiscal note required by law to be included on all pension bills.

(u) Fiscal note required in senate. In house, staff prepares a summary.

(v) A two-year projection.

(w) If a bill comes up for floor consideration.

(x) Recent appropriations for same program or agency, agency request and justification, executive recommendation, conference notes, and summary of bill's progress through legislature.

(y) Bill proposing changes in retirement system of state or local government must have an actuarial note.

(z) Effects of revenue bills.

(aa) The Department of Taxation prepares revenue impact notes including the intent and revenue impact.

(ab) House of Delegates only.

Table 25
LEGISLATIVE REVIEW OF ADMINISTRATIVE REGULATIONS

	Structures and procedures					*Committee powers*				*Legislative powers*			
State	*Type of reviewing committee*	*All rules reviewed*	*Review of proposed rules*	*Review of existing rules*	*Time limit for submission of rules for review*	*No objection constitutes approval of proposed rule*	*Advisory power only*	*Committee may initiate rule*	*Committee may suspend rule*	*Legislature must sustain committee action*	*Time limit for legislative action*	*Legislature can amend or modify rule*	*Legislature can repeal rule*
Alabama						No program							
Alaska	Joint	★	★	★	45 days	★	...	...	★	★	30 days after convening of a regular session	...	★
Arizona	(a)	(b)	...	★	Immediately after adoption	...	★	...	...	...	1 year	...	★
Arkansas	Joint	★	★	★	10 days before agency hearing	★	★	...	...	...	...	...	...
California						No program							
Colorado	Joint	★	★	★	20 days after approval by attorney general	...	...	★	...	★	Next regular session	★	★
Connecticut	Joint bipartisan	★	★	★	Simultaneously with filing with attorney general	★	...	...	★	★(c,d)	...	★(e)	...
Delaware						No program							
Florida	Joint	★	★	★	21 days	★	★	...	...	...	...	...	...
Georgia	Standing cmtes.	★	★	...	30 days	★	...	★	...	★	30 days after comvening next regular session	...	★
Hawaii	Legislative Audit	(f)	★(f)	...	...	...	★	...	...	...	...	...	...
Idaho	Standing cmtes.	★	...	★	Beginning of each session	...	...	★	...	★	End of regular session	★	★
Illinois	Joint bipartisan	★	★	★	45 days	★	...	★	...	★	None	★	★
Indiana						No program							
Iowa	Joint	★	★	★	35(g)	★	(h)	...	★	★	45 session days	...	...
Kansas	Joint	★	★	★	By Dec. 31 of each year	★	...	★	...	★	End of regular session	★	★
Kentucky	Joint	★	★	★	None, but cannot go into effect unless filed with LRC and reviewed by subcmte.	★	★	...	...	...	...	...	...
Louisiana	Standing cmtes.	★	★	...	15 days prior to adoption of rule(i)	★	★	...	...	...	...	...	...
Maine	Joint standing cmtes.	(j)	...	★(j)	None	...	★	...	...	...	...	...	...
Maryland	Joint	★	★	★	None, but cannot go into effect without being printed in Maryland Register	★	★	...	...	★	End of regular session	★	...
Massachusetts						No program							
Michigan	Joint	★	★	★	None	...	...	...	★	...	...	...	...
Minnesota	Joint	★	...	★	None	...	...	...	★	★	End of regular session	..	...
Mississippi						No program							
Missouri	Joint	★	...	★	None	...	★	...	...	...	...	...	...
Montana	Joint bipartisan	★	...	★	None	...	...	★	...	★(k)	None	★	★
Nebraska	Standing cmte.	★	...	★	By Jan. 1 of each year	...	★	...	...	...	...	...	★
Nevada	Joint	★	...	★	After adoption	...	★	...	...	...	...	...	...
New Hampshire						No program							
New Jersey						No program							

New Mexico	No program												
New York	Joint(l)	★	★	★	21 days prior to effective date	★	★	...	...	★	None	...	...
North Carolina	Joint	★	...	★	Prior to filing with attorney general, usually 30 days prior effective date	...	★	...	...	...	...	...	...
North Dakota	Joint interim	(m)	★	★	None	...	★	...	...	...	...	...	...
Ohio	Joint	★	★	★	60 days before adoption by agency	★	...	...	★	★	60 days	★	★
Oklahoma	Standing cmtes.	★	...	★	10 days after adoption	...	★	...	...	★	30 days	...	(n)
Oregon	Joint	★	★	★	Prior to filing with secretary of state	★	★	...	...	...	...	...	...
Pennsylvania	Standing cmtes.	(o)	★	...	None	...	★	...	...	...	30 or 60 days	...	...
Rhode Island	No program												
South Carolina	Standing cmtes.	★	★	...	None, but cannot go into effect until 90 days after submission (p)	★	...	★	...	★	90 days after rule filed with legislature	...	★
South Dakota	Joint	★	★	★	20 days before agency hearing	★	...	...	★	★	30 days after convening of regular session	★(q)	...
Tennessee	House & Senate Govt. Operations Cmtes.	(m)	...	★	After adoption	...	...	...	★	...	...	...	...
Texas	Standing cmtes.	★	★	...	30 days prior to adoption	★	★	...	...	...	...	...	...
Utah	No program												
Vermont	Joint	★	★	★	2 weeks before adoption	★	...	★	...	★	End of next regular session	★	★
Virginia	Joint	(r)	...	★	None	★	★	...	...	...	...	...	...
Washington	No program												
West Virginia	Joint	★	★	...	None, but cannot go into effect unless filed with committee	★	...	...	★	(c,d)	End of regular session	...	...
Wisconsin	Joint	★	...	★	None	...	...	...	★	★	End of next regular session	★	★
Wyoming	Joint	★	...	★	20 days prior to adoption	...	★(s)	...	...	...	...	...	...

(a) Not specified; presumably, review done by appropriate committee.

(b) Provides for legislative review of only those rules promulgated by State Parks Board.

(c) Committee disapproval of state agency rules can only be reversed by the legislature. Connecticut: it is not mandatory for legislature to approve or disapprove committee action.

(d) Disapproval of a rule implementing a federally subsidized program must be sustained by the legislature before the end of the regular session, or the committee's action is reversed.

(e) Committee may disapprove a part of a rule.

(f) Reviews rules when adopted, amended, or repealed.

(g) Published in Iowa Administrative Code 35 days prior to adoption.

(h) If the committee objects to a rule on the grounds it is "unreasonable, arbitrary, capricious or otherwise beyond the authority delegated to the agency," the agency must then prove this to the contrary in any judicial review.

(i) Agencies also must submit an annual report to the legislature on all rules adopted over the past year, 30 days prior to the regular session.

(j) All rules expire in five years unless legislation is enacted to terminate them in less than five years.

(k) During the interim, the committee may poll the members of the legislature by mail to determine if a rule is consistent with legislative intent.

(l) The committee was established by joint resolution and has no statutory authority.

(m) Rules reviewed selectively. North Dakota: rules to be reviewed are selected by the chairman of the Legislative Council.

(n) Either house may disapprove by simple resolution.

(o) Review includes only professional and occupational licensure fees, health care facilities, and emergency medical services systems.

(p) During interim, emergency regulations can be issued with an immediate effective date.

(q) Legislature's authority to amend has never been used.

(r) Review of rules conducted after complaints are received about the rules and regulations of licensing boards.

(s) The Legislative Management Council submits its report to the governor. If the governor objects to the report, he must file his objections with the council within 15 days.

Table 26
SUMMARY OF SUNSET LEGISLATION*

State	Scope	Termination schedule	Preliminary evaluation conducted by	Other legislative review	Other oversight mechanisms in bill	Phase-out period	Life of each agency	Other provisions
Alabama	Comprehensive	28 in 1980	Select Joint Committee	...	Zero-base budgeting	180 days	4 years	2-hour time limit on floor debate on each bill.
Alaska	Regulatory	13 in 1980 1 in 1981	Standing committees	...	Performance audit	1 year	4 years	In addition to regulatory agencies, programs in other broad areas terminate in 1980-83; specific programs authorized for termination by Legislative Budget & Audit Committee
Arkansas	Comprehensive	113 in 1981 60 in 1983	Joint interim committees	...	Performance audit	1 year	Permanent	...
Colorado	Regulatory	1 in 1980 14 in 1981 6 in 1983 1 in 1984	Legislative Audit Committee 12 months prior to termination	Standing committees	Performance audit	1 year	6 years	There is also legislation requiring a study of 20 principal departments of state government on a schedule concluding in 1994.
Connecticut	Primarily regulatory	19 in 1980 17 in 1981 16 in 1982 20 in 1983 22 in 1984	Legislative Program Review and Investigations Committee	Joint Committee on Government Administration	Performance audit	1 year	5 years	...
Florida	Regulatory	24 in 1980 36 in 1982	Select Joint Committee appointed by speaker of house & president of senate beginning 2 years prior to repeal date	Appropriate substantive committee of both house & senate, sitting jointly, designated by speaker of house & president of senate	...	1 year	5 years	Provides for periodic review of limitations on the initial entry into a profession, occupation, business, industry, or other endeavor.
Georgia	Regulatory	21 in 1980 3 in 1981 18 in 1982 1 in 1983 2 in 1984	Standing committees	...	Performance audit	1 year	6 years	The termination dates of the 10 agencies reviewed & scheduled for termination in 1978 were extended.
Hawaii	Regulatory	8 in 1980 8 in 1981 8 in 1982 7 in 1983 2 in 1984 2 in 1985	Legislative Auditor	Not specified	...	None	6 years	Joint legislative review.
Illinois	Regulatory	7 in 1981 6 in 1983 9 in 1985 6 in 1987 7 in 1989	Bureau of the Budget & governor; Select Joint Committee	Appropriate standing committees of the house senate	Performance-evaluation; agency demonstrates need for continued existence.	1 year	10 years	Upon receipt of report from Bureau of the Budget, the governor may recommend continuation or abolition of agency. Governor may also submit Select Joint Committee's recommendations as a reorganization plan.
Indiana	Comprehensive	25 in 1980 35 in 1981 52 in 1982	Legislative Services Agency, Office of Fiscal and Management Analysis	Joint Interim Sunset Evaluation Committee	Governor submits recommendations	None(a)	...	Each newly established agency subject to termination with 10-year life span. Terminates agencies established by executive order when a governor leaves office. Terminates agencies established by concurrent resolution when a General Assembly adjourns after the 2nd session.
Kansas	Primarily regulatory	12 in 1980 8 in 1981 4 in 1982 7 in 1983 2 in 1984	Legislative Post Audit 9 months prior to termination	Standing committees	Performance audit	1 year	6 years	Act terminates in July 1981 unless re-enacted.

Louisiana	Comprehensive	2 in 1982 1 in 1983 3 in 1984 2 in 1985 1 in 1986 3 in 1987 1 in 1988 3 in 1989 4 in 1990	Standing committees of the two houses which have usual jurisdiction over the affairs of the entity. Process begins 2 years prior to the termination date.	Bill authorizing re-creation referred to the same committee that performed the initial review & evaluation	Zero-base budgeting	Statutory entities begin to terminate operations on July 1 of the year prior to end of legislative authority	9 years	Standing committees may conduct a more extensive evaluation of selected statutory entities under their jurisdiction or of particular programs of such entities.
Maine	Regulatory	7 in 1980 23 in 1982 11 in 1984 14 in 1986 11 in 1988	State Auditor	To be defined	Performance evaluation	1 year	10 years	Performance reviews also scheduled for executive departments (no terminations).
Maryland	Regulatory	13 in 1980 16 in 1981 18 in 1982 15 in 1983	Department of Fiscal Services	Standing committees	. . .	None	6 years	. . .
Missouri	(b)	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Montana	Regulatory, plus certain agencies within Depts. of Social & Rehabilitative Services, Community Affairs, & Institutions	22 in 1981 10 in 1983 11 in 1985	Legislative Audit Committee	Standing committees	. . .	1 year	6 years	. . .
Nebraska	Regulatory	7 in 1980 5 in 1981 5 in 1982 8 in 1983	Performance Review and Audit Committee	Standing committees	Performance review	1 year	6 years	Act terminates in 1983.
Nevada	Selective/ pilot	3 in 1981	Legislative Commission with assistance from Legislative Council Bureau & committees or subcommittees appointed to carry out review	Legislature	. . .	1 year	. . .	. . .
New Hampshire	Discretionary/ comprehensive	All by 1985	Joint Legislative Committee on Review of Agencies & Programs	Standing committees	. . .	9 months	6 years	. . .
New Mexico	Regulatory	16 in 1980	Legislative Finance Committee	Not specified	. . .	1 year	6 years	. . .
North Carolina	Regulatory	49 in 1981 34 in 1983	Governmental Evaluation Commission	Standing committees	Performance evaluation	1 year	. . .	Governmental Evaluation Commission with legislative & public members established to supervise sunset review; commission terminates in 1983.
Oklahoma	Comprehensive	18 in 1980 16 in 1981 20 in 1982 21 in 1983	Standing or interim committees	. . .	Zero-base budgeting	1 year	6 years	Rules & regulations of terminated agencies continue in effect unless terminated by law; includes agencies established by executive order.

Table 26—Concluded
SUMMARY OF SUNSET LEGISLATION*

State	Scope	Termination schedule	Preliminary evaluation conducted by	Other legislative review	Other oversight mechanisms in bill	Phase-out period	Life of each agency	Other provisions
Oregon	Regulatory	9 in 1980 13 in 1982 8 in 1984 16 in 1986	Interim committee	Standing committees	...	None	8 years	...
Pennsylvania	Selective	3 in 1980 1 in 1982	Standing committee	...	Performance evaluation	...	2 to 6 years	...
Rhode Island	Comprehensive	25 in 1980 20 in 1981	Oversight Commission	...	Zero-base budgeting	1 year	5 years	Oversight Commission established to conduct sunset review.
South Carolina	Regulatory	7 in 1980 6 in 1981 6 in 1982 7 in 1983 7 in 1984 7 in 1985	Legislative Audit Council	Reorganization Commission, standing committees	Performance audit	1 year	6 years	...
South Dakota	Selective/pilot	None in 1980	Special interim committee	...	Performance audit	180 days	None specified	The legislature, through a special committee, may also review for sunset an agency's authorization to promulgate rules & the rules currently in existence.
Tennessee	Comprehensive	35 in 1980 12 in 1981 20 in 1982 66 in 1983 43 in 1984 46 in 1985	Special evaluation committee in each house	Standing committees (in case of tie vote in evaluation committee)	Limited program review	1 year	6 years	Establishment of new agencies subject to review by evaluation committee.
Texas	Comprehensive	28 in 1981 30 in 1983 37 in 1985 27 in 1987 29 in 1989 18 in 1991	Legislative Budget Board	Not specified	Performance evaluation	1 year	12 years	Initial review conducted by agencies themselves
Utah	Regulatory	25 in 1981	Interim study committee	...	Interim committee's discretion	1 year	6 years	Applies to legislation, not agency.
Vermont	Regulatory	All by 1985	Legislative Council staff	Appropriate standing committees	...	1 year	6 years	Act itself terminates.
Virginia	(c)	...	...	...	...	...	...	...
Washington	Comprehensive	22 in 1981 20 in 1983	Legislative Budget Committee	Standing committees	Program review	1 year	6 years	Select joint committee prepares termination legislation. Act itself terminates in 1984.
West Virginia	Selective/pilot	3 in 1980 11 in 1982 11 in 1984	Joint Committee on Government Operations	Legislature when in session	Performance audit	1 year	6 years	Joint Committee on Government Operations composed of 5 house members, 5 senate members & 5 citizens appointed by governor.
Wyoming	Selective	11 in 1981	Legislative Service Office	11-member committee appointed by Management Council	...	1 year	6 years	...

---

*While they have not enacted sunset legislation in the same sense as the other 33 states with detailed information in this table, the legislatures in Delaware, Iowa, Michigan, Minnesota, New Jersey, and Wisconsin have included sunset clauses in selected programs.

(a) Through executive order, the governor may provide a terminated agency with one year to wind up its affairs.

(b) Most legislation carries requirement that any rule or regulation adopted under authority of the bill being enacted will expire 2 years after promulgation unless formally approved by legislation prior to that time.

(c) By joint resolution, Senate and House of Delegates establish a schedule for review of "functional areas" of state government. Program evaluation is carried out by Joint Legislative Audit and Review Commission. Agencies are not scheduled for automatic termination. Commission reports are made to standing committees which conduct public hearings.

Table 27
PARLIAMENTARIAN AND AUTHORITY

	Senate					*House*				
	Parliamentarian is		*Operates under*			*Parliamentarian is*		*Operates under*		
State or other jurisdiction	*Clerk or secy.*	*Other*	*Own rules exclus.*	*Rules & parliam. manual*	*Name of parliamentarian manual*	*Clerk*	*Other*	*Own rules exclus.*	*Rules & parliam. manual*	*Name of parliamentarian manual*
Alabama	★	...	...	★	MAS, ROB	★	...	...	★	MAS, ROB
Alaska	...	PRE	...	★	MAS	..	PRE	...	★	MAS
Arizona	...	(a)	...	★	MAS	...	(a)	...	★	MAS, USH, JEF(b)
Arkansas	★	...	★	...	...	...	PAR	...	★	MAS
California	★	...	...	★	MAS	★	...	...	★	MAS
Colorado	★	...	...	★	MAS	★	...	★	...	...
Connecticut	★	...	...	★	MAS(c)	★	...	...	★	MAS(c)
Delaware	...	PRE	...	★	ROB	...	PRE	...	★	ROB
Florida	...	(d)	...	★	MAS, HIN, JEF	★	...	★	...	JEF
Georgia	★	...	...	★	(e)	★	...	...	★	(e)
Hawaii	...	PRE	...	★	CUS	★	...	...	★	CUS
Idaho	★	...	...	★	MAS	...	PRE	...	★	MAS
Illinois	...	PAR	...	★	ROB	...	PAR	...	★	ROB
Indiana	...	PAR	...	★	JEF	...	PAR	...	★	JEF
Iowa	★	...	...	★	MAS	★	...	...	★	MAS, ROB
Kansas	...	(f)	...	★	ROB	...	(g)	...	★	ROB
Kentucky	...	PRE	...	★	MAS	...	PRE	...	★	MAS
Louisiana	★	...	...	★	MAS	★	...	...	★	MAS
Maine	★	...	...	★	REE, MAS	★	...	...	★	REE, MAS
Maryland	...	(h)	...	★	MAS	...	(h)	...	★	MAS
Massachusetts	★	...	★	...	...	★	...	★	...	...
Michigan	★	...	...	★	MAS	★	...	...	★	MAS
Minnesota	★	...	...	★	MAS	...	PRE	...	★(i)	MAS
Mississippi	...	PRE	...	★	CAN, HIN	...	PRE	...	★	USH
Missouri	...	PRE(j)	...	★	USS	...	PRE	...	★	DES
Montana	...	PRE	...	★	MAS	...	PRE	...	★	MAS
Nebraska	★	...	★	...	...	Unicameral				
Nevada	...	(k)	...	★	MAS	...	(k)	...	★	MAS
New Hampshire	★	...	...	★	MAS	★	...	...	★	MAS
New Jersey	...	PAR	...	★	CUS	...	PAR	...	★	CUS
New Mexico	...	(a)	...	★	MAS	...	(a)	...	★	MAS
New York	...	PRE	...	★	ROB	...	PAR	...	★	ROB
North Carolina	...	PRE	...	★	USH	...	PRE	...	★	USH
North Dakota	...	PRE	...	★	MAS	...	PRE	...	★	MAS
Ohio	★	...	...	★	MAS, HUG	★	...	...	★	HUG
Oklahoma	...	PRE	...	★	JEF	★	...	...	★	MAS
Oregon	★	...	...	★	MAS	★	...	...	★	MAS
Pennsylvania	★	...	...	★	MAS	...	PAR	...	★	JEF, MAS
Rhode Island	...	(l)	...	★	ROB	...	PAR	...	★	ROB
South Carolina	★	...	...	★	JEF	★	...	...	★	MAS
South Dakota	...	PRE	...	★	MAS	...	PRE	...	★	MAS
Tennessee	★	...	...	★	MAS	★	...	...	★	ROB
Texas	...	PAR	...	★	MAS	...	(m)	...	★	USH, HIN, CAN, MAS
Utah	...	PRE	...	★	ROB	...	PAR	...	★	ROB
Vermont	★	...	...	★	MAS	★	...	...	★	MAS
Virginia	...	PRE	...	★	JEF, USS	...	PRE	...	★	JEF, ROB
Washington	★	...	...	★	REE	★	...	...	★	REE
West Virginia	...	PRE	...	★	JEF, USH	...	(n)	...	★	JEF, USH
Wisconsin	...	PRE	...	★	(o)	...	PRE	...	★	JEF
Wyoming	★	...	...	★	MAS	★	...	...	★	MAS
American Samoa	...	(k)	...	★	MAS	...	(k)	...	★	MAS
Guam	...	(p)	...	★	MAS	Unicameral				
Puerto Rico	...	PRE	★	...	...	...	PRE	★	...	...
Virgin Islands	★	...	...	★	ROB	Unicameral				

Key:
MAS—Mason's Manual
ROB—Robert's Rules of Order
CUS—Cushing's Manual
HIN—Hind's Precedents
CAN—Cannon's Manual
REE—Reed's Manual
JEF—Jefferson's Manual
USH—Rules of the United States House of Representatives
USS—Rules of the United States Senate
HUG—Hughes American Parliamentary Guide (F. J. Heer Printing Co., Columbus, Ohio, 1929)
DES—Descher's Procedure
PRE—Presiding officer of the body
PAR—Official parliamentarian

(a) Member of chamber.

(b) Constitution, statutes, House Rules, judicial decision, Mason's Manual, Rules of the U.S. House of Representatives, and Jefferson's Manual, in that order.

(c) Constitution, statutes, House and Senate Rules, Joint Rules, and Mason's Manual.

(d) Assistant secretary of the senate.

(e) No designated manual. Governed by rules "usually governing legislative bodies."

(f) Majority leader.

(g) Chairman, Rules and Journal Committee.

(h) Unofficially, director of the Department of Legislative Reference.

(i) 1979 session: also operated under "negotiated agreement."

(j) Appeals to ruling of chair are made to Parliamentary Committee composed of President Pro Tem, chairman, and ranking minority member of Judiciary Committee.

(k) Legislative Counsel. American Samoa: unofficially.

(l) Assistant secretary of state for law revision.

(m) Executive director of the Legislative Council.

(n) Assistant clerk of the house.

(o) All published sources of parliamentary law.

(p) Legal counsel.

Table 28
OFFICE SPACE FOR STATE LEGISLATORS: SENATE

	Private offices							
State or other jurisdiction	*All legislators*	*President*	*President pro tem.*	*Majority leader*	*Minority leader*	*Committee chairmen*	*Other*	*Shared offices*
Alabama	...	★	★	★	★	★	...	★
Alaska	★	...	...	...	...	...	...	...
Arizona	★	...	...	...	...	...	...	...
Arkansas	...	★(a)	...	...	...	...	...	★(a)
California	★	...	...	...	...	...	...	...
Colorado	...	★	...	★	★	...	...	★
Connecticut	...	★	★	★	★	...	Dep. Maj. Ldr.	★
Delaware	★	...	...	...	...	...	...	...
Florida	★	...	...	...	...	...	...	...
Georgia	...	★	★	★	★	...	Admin. Flr. Ldr.	★
Hawaii	★	...	...	...	...	...	...	...
Idaho	...	★	★	★	★	...	Finance Cmte. Chmn.	...
Illinois	★	...	...	...	...	...	...	...
Indiana	...	★	★	...	...	...	Finance Cmte. Chmn.	★
Iowa	...	★	★	★	★	★	Asst. Flr. Ldrs.	...
Kansas	...	★	★(b)	★	★	...	Asst. Maj. Ldr., Ways & Means Cmte. Chmn., certain individuals	...
Kentucky	...	★	★	★	★	...	Asst. Pres. Pro Tem., Caucus Chmn., Whips	Cmte. chmn.
Louisiana	★	...	...	...	...	...	...	...
Maine	...	★	...	★	★	★	...	...
Maryland	★	...	...	...	...	...	...	...
Massachusetts	...	★	...	★	★	...	...	★
Michigan	★	...	...	...	...	...	...	...
Minnesota	★	...	...	...	...	...	...	...
Mississippi	...	★	★	...	...	★(c)	...	...
Missouri	★	...	...	...	...	...	...	...
Montana	...	★	...	★	★	...	Finance & Claims Cmte. Chmn.	...
Nebraska	★	...	...	...	...	...	...	...
Nevada	★	...	...	...	...	...	...	...
New Hampshire	...	★	★(b)	★	★	★(c)	...	...
New Jersey	...	★	...	...	...	...	...	Maj. & Min. Ldrs., Asst. Maj. & Min. Ldrs.
New Mexico	...	★	★	★	★	★(c)	...	★
New York	★	...	...	...	...	...	...	...
North Carolina	★	...	...	...	...	...	...	...
North Dakota	...	★	...	★	★	...	...	...
Ohio	★	...	...	...	...	...	...	...
Oklahoma	★	...	...	...	...	...	...	...
Oregon	★	...	...	...	...	...	...	...
Pennsylvania	★	...	...	...	...	...	...	...
Rhode Island	...	...	...	...	★	★	Maj. Whip	...
South Carolina	★	...	...	...	...	...	...	...
South Dakota	...	★	★	★	★	...	...	...
Tennessee	★	...	...	...	...	...	...	...
Texas	★	...	...	...	...	...	...	...
Utah	...	★	...	★	★	...	Rules Cmte. Chmn.	...
Vermont	...	★	★	...	...	...	...	...
Virginia	★	...	...	...	...	...	...	...
Washington	★	...	...	...	...	...	...	...
West Virginia	...	★	...	★	★	★(c)	...	★
Wisconsin	★	...	...	...	...	...	...	...
Wyoming	...	★	...	★	★	...	...	...
American Samoa	★	...	...	...	...	...	...	...
Guam	★	...	...	...	...	...	...	...
Puerto Rico	★	...	...	...	...	...	...	...

(a) Five senators are awarded private offices based on their seniority in the senate. The remaining 30 senators share 2-man offices.

(b) Vice-president.

(c) Some.

Table 29
OFFICE SPACE FOR STATE LEGISLATORS: HOUSE

	Private offices							
State or other jurisdiction	*All legislators*	*Speaker*	*Speaker pro tem.*	*Majority leader*	*Minority leader*	*Committee chairmen*	*Other*	*Shared offices*
Alabama	...	★	★	★	★	★	...	★
Alaska	...	★	...	★	★	★	...	★(a)
Arizona	★	...	...	...	...	...	...	...
Arkansas	...	★	...	...	...	★(b)	...	...
California	★	...	...	...	...	...	...	...
Colorado	...	★	...	★	★	...	Caucus Chmn.	★
Connecticut	...	★	★(c)	★	★	...	Dep. Maj. Ldr.	★
Delaware	...	★	...	...	...	...	...	★
Florida	★	...	...	...	...	...	...	...
Georgia	...	★	★	★	★	...	Admin. Flr. Ldr.	...
Hawaii	★	...	...	...	...	...	...	...
Idaho	...	★	...	★	★	...	Approp. Cmte. Chmn.	...
Illinois	★	...	...	...	...	...	...	...
Indiana	...	★	★	★	★	...	Ways & Means Cmte. Chmn.	...
Iowa	...	★	★	★	★	★	Asst. Flr. Ldrs.	...
Kansas	...	★	★	★	★	...	Ways & Means Cmte. Chmn.	★
Kentucky	...	★	★	★	★	...	Caucus Chmn., Whips	Cmte. Chmn.
Louisiana	...	★	...	...	...	★	Budget Cmte. Chmn. Leg. Council Chmn.	...
Maine	...	★	...	★	★	★	...	...
Maryland	★	...	...	...	...	...	...	...
Massachusetts	...	★	...	★	★	...	...	★
Michigan	★	...	...	...	...	...	...	...
Minnesota	★	...	...	...	...	...	...	...
Mississippi	...	★	...	...	...	★(d)	...	...
Missouri	...	★	★	...	★	...	Approp. Cmte. Chmn.	★
Montana	...	★	...	★	★	...	Approp. Cmte. Chmn.	...
Nebraska	Unicameral legislature							
Nevada	★	...	...	...	...	...	...	...
New Hampshire	...	★	...	★	★	★	...	...
New Jersey	...	★	...	...	...	...	...	Maj. & Min. Ldrs., Asst. Maj. & Min. Ldrs.
New Mexico	...	★	...	★	★	★(d)	...	★
New York	★	...	...	...	...	...	...	...
North Carolina	★	...	...	...	...	...	...	...
North Dakota	...	★	...	★	★	...	...	...
Ohio	★	...	...	...	...	...	...	...
Oklahoma	...	★	★	★	★	★(e)	...	★
Oregon	★	...	...	...	...	...	...	...
Pennsylvania	...	★	...	★	★	★	Maj. & Min. Whip, Maj. & Min. Caucus Chmn., Maj. & Min. Caucus Secy., Maj. & Min. Administr., Maj. & Min. Policy Chmn.	★
Rhode Island	...	★	...	★	★	★	...	Dep. Maj. Ldrs.
South Carolina	★	...	...	...	...	...	...	...
South Dakota	...	★	★	★	★	★	...	...
Tennessee	★	...	...	...	...	...	...	...
Texas	★	...	...	...	...	...	...	...
Utah	...	★	...	★	★	...	...	...
Vermont	...	★	...	...	...	...	...	...
Virginia	★	...	...	...	...	...	...	...
Washington	★	...	...	...	...	...	...	...
West Virginia	...	★	...	★	★	★(d)		★(d)
Wisconsin	...	★	★	★	...	★	Asst. Maj. Ldr., Maj. Caucus Ldr., Min. Caucus Ldr.	★
Wyoming	...	★	★	★	★	...	...	...
American Samoa	★	...	...	...	...	...	...	...
Guam	Unicameral legislature							
Puerto Rico	★	...	...	...	...	...	...	...

(a) Most have private offices, but a few share. Offices are allocated by Rules Committee action.
(b) Most.
(c) Deputy.
(d) Some.
(e) Major.

Table 30
STAFF FOR INDIVIDUAL LEGISLATORS

State or other jurisdiction	*Senate*				*House*			
	Capitol				*Capitol*			
		Shared				*Shared*		
	Personal	*Number(a)*	*Pool*	*District*	*Personal*	*Number(a)*	*Pool*	*District*
Alabama	...	...	SO	...	...	...	YR	...
Alaska	YR(b)	...	...	YR(b)	YR(b)	...	...	YR(b)
Arizona	YR	5	...	...	...	YR 6-8	...	...
Arkansas	...	...	SO	IO(b)	...	...	SO	IO(b)
California	YR	...	...	YR	YR	...	...	YR
Colorado	...	...	YR	...	...	...	YR	...
Connecticut	...	...	YR	...	...	...	YR	...
Delaware	...	...	SO	...	...	...	SO	...
Florida	YR	...	...	YR(b)	YR	...	...	YR(b)
Georgia	...	...	YR	...	...	...	YR	...
Hawaii	SO(c)	YR(c)	...	...	SO(c)	YR(c)	...	...
Idaho	...	...	...	...	...	...	...	...
Illinois	YR	...	...	YR(b)	...	YR 2-3	...	YR
Indiana	...	...	SO	...	...	...	SO	...
Iowa	YR	...	...	...	YR	...	...	...
Kansas	SO	...	SO	...	...	SO 1-3	SO	...
Kentucky	...	...	...	...	...	...	...	...
Louisiana	SO(d)	...	...	YR(d)	SO(d)	...	...	YR(d)
Maine	...	...	SO	...	...	...	SO	...
Maryland	SO(b)	...	...	YR(b)	...	...	...	SO(b)
Massachusetts	YR	...	...	...	YR	...	...	...
Michigan	YR	...	...	...	YR	...	...	...
Minnesota	YR	YR 2	SO	...	YR	YR 3	...	...
Mississippi	...	...	SO	...	...	...	SO	...
Missouri	YR	...	...	YR	SO	...	IO	...
Montana	...	...	SO	...	...	...	SO	...
Nebraska	YR	...	...	...	Unicameral			
Nevada	...	...	SO	...	...	...	SO	...
New Hampshire	...	...	SO	...	...	...	YR	...
New Jersey	YR(b)	...	...	YR(b)	YR(b)	...	...	YR(b)
New Mexico	...	SO 2-10	...	...	...	SO 2-10	...	...
New York	YR,SO(b)	...	...	YR(b)	YR(b)	...	...	YR(b)
North Carolina	SO	...	...	...	SO	...	...	...
North Dakota	...	...	SO	...	...	...	SO	...
Ohio	YR	...	...	...	YR	...	...	...
Oklahoma	SO	...	...	...	SO	...	...	...
Oregon	SO	...	...	...	SO(b)	...	...	...
Pennsylvania	YR	...	...	YR	...	YR 2	...	(e)
Rhode Island	...	...	SO	...	...	...	SO	...
South Carolina	...	...	YR	...	...	...	YR	...
South Dakota	...	...	...	...	...	...	...	...
Tennessee	...	SO 2-3	SO	...	...	SO 2-4	SO	...
Texas	YR(b)	...	SO	YR(b)	YR(b)	...	SO	YR(b)
Utah	...	SO 4-5	YR	...	...	SO 7	YR	...
Vermont	...	...	YR	...	...	...	YR	...
Virginia	YR(b)	SO 2	...	YR(b)	YR(b)	SO 3	...	YR(b)
Washington	YR	...	...	...	SO	...	...	...
West Virginia	...	...	SO	...	...	...	SO	...
Wisconsin	YR	...	...	YR(b)	...	YR 2	...	...
Wyoming	...	...	SO	...	...	...	SO	...
American Samoa	...	...	SO	...	...	...	SO	...
Guam	YR	...	...	...	Unicameral			
Puerto Rico	YR	...	...	...	YR	...	...	...
Virgin Islands	SO	...	...	...	Unicameral			

Key:
YR—Year round
SO—Session only
IO—Interim only

(a) Number of legislators per staff assistant.

(b) Staff is provided by the legislator through an expense allotment given for this purpose. All other staff is hired directly by the legislature. New Jersey: the same staff assistants are used in district offices and in the capitol on legislative days.

(c) Varies. Hawaii: during interim, each legislator is allowed staff assistance for not more than 20 hours a week.

(d) District legislative assistants are often used at the capitol during the session, and in the district the rest of the year. In some cases this is not the same person.

(e) District office staff is available year around, or part of the yea full time or part time, as authorized.

Table 31
STAFF FOR LEGISLATIVE STANDING COMMITTEES

State or other jurisdiction	Committees receiving staff assistance				Organizational source of staff services†							
	Professional		Secretarial/clerical		Joint central agency(a)		Chamber agency(b)		Caucus or leadership		Committee or committee chairman	
	Senate	House	Senate	House	Prof.	Clerk	Prof.	Clerk	Prof.	Clerk	Prof	Clerk
Alabama	(c)	(c)	★	★	B	...	...	...	...	...	B	B
Alaska	★	★	★	★	B	...	...	B	...	B	B	B
Arizona	★	★	★	★	B(d)	...	S	B	H	...	H	...
Arkansas	★	★	★	★	B	B	...	B	...	...	...	...
California	★	★	★	★	...	...	B	B	...	...	...	...
Colorado	★	★	...	...	B	...	...	...	...	...	...	...
Connecticut	★(e)	★(e)	★(e)	★(e)	...	...	...	...	...	(e)	(e)	...
Delaware	★	★	★	★	B	B	...	...	...	...	...	...
Florida	★	★	★	★	...	...	...	...	...	...	B	B
Georgia	★	★	★(f)	★(f)	B	...	S	...	...	B	H	...
Hawaii	(g)	(g)	★	★	L	L	B	B	B	B	B	B
Idaho	(c)	(c)	★	★	B	...	...	...	...	...	...	B
Illinois	★	★	★	★	...	...	...	...	B	B	...	...
Indiana	★	★	★	...	B	...	...	...	...	S	...	...
Iowa	★	★	★	★	B	...	...	B(h)	B	...	...	B(h)
Kansas	★	★	★	★	B	B	...	B	...	B	...	B
Kentucky	★	★	★	★	B	B	...	...	...	...	...	...
Louisiana	★	★	★	★	B	B	...	B	...	...	B(i)	B(i)
Maine	★(e)	★(e)	★(e)	★(e)	L	...	...	...	...	...	...	B(e)
Maryland	★	★	★	★	B	...	...	...	...	...	...	B
Massachusetts	★(e)	★(e)	★(e)	★(e)	(e)	(e)	...	...	...	...	(c,j)	(c,j)
Michigan	★	●	★	★	...	...	...	H	B	...	B	S
Minnesota	★	★	★	★	...	...	...	...	...	...	B	B
Mississippi	●	●	★	★	B	B	...	...	...	...	...	...
Missouri	★(c,f)	★(c,f,k)	★	★	...	...	...	...	B	B	B	B
Montana	★	★	★	★	B	B	...	...	...	...	...	B
Nebraska	★	U	★	U	...	...	L	L	...	...	L	L
Nevada	(c)	(c)	★	★	B	...	...	B	...	...	...	...
New Hampshire	●	●	★(f)	★(f)	B	B	...	...	H	...	...	...
New Jersey	★	★	★	★	B	B	...	...	...	...	...	...
New Mexico	●	●	★	★	B	...	...	B	...	...	...	...
New York	★	★	★	★	B	B	B	B	B	B	B	B
North Carolina	●	●	★	★	B	...	...	B	B	...	...	...
North Dakota	(c)	(c)	★	★	B	...	...	B	...	...	...	...
Ohio	★	★	★	★	B	...	...	...	B	B	...	...
Oklahoma	●	●	★	★	B	...	...	B	...	...	...	...
Oregon	★	★	★	★	...	...	...	...	...	...	B	B
Pennsylvania	★	★	★	★	...	...	B	B	...	H	B	B
Rhode Island	★	★	★	★	...	...	...	...	...	...	B	B
South Carolina	●	●	★	★	...	...	...	...	H	H	S	B
South Dakota	★	★	★	★	B	...	...	...	...	B	...	...
Tennessee	★	★	★	★	B	...	...	...	B	B	S	B
Texas	★	★	★	★	B	B	...	B(f)	...	...	B	B
Utah	★	★	★	★	B	...	...	...	...	B	...	...
Vermont	★	★	★	★	B	B	...	...	...	...	...	...
Virginia	★	★	★	★	B	...	...	B	...	...	...	B(h)
Washington	★	★	★	★	...	...	B	B	B	B	B	...
West Virginia	★	★	★	★	B	...	B	B	...	...	B	B
Wisconsin	★	★	★	★	B	...	B	...	...	...	B	B
Wyoming	★(f)	★(f)	★	★	B	...	...	B	...	...	...	...
American Samoa	★(f)	★(f)	...	...	B	...	...	...	...	...	...	...
Guam	★	U	★	U	L	L	...	...	...	...	L	L
Puerto Rico	★	★	★	★	B	...	...	...	...	...	B	L

---

† Multiple entries reflect a combination of organizational location of services.

Key:

H—House

S—Senate

B—Both chambers

L—Legislature

U—Unicameral

★—All committees

●—Some committees

. . .—None.

(a) Includes legislative council or service agency, central management agency.

(b) Includes chamber management agency, office of clerk or secretary and house or senate research office.

(c) Financial committee(s) only.

(d) The Joint Budget Committee provides staff assistance to both appropriations committees.

(e) Standing committees are joint house and senate committees.

(f) Provided on a pool basis.

(g) All professional committee staff (except Finance Committee) in session only.

(h) The senate secretary and house clerk maintain supervision of committee clerks. Iowa: during the session each committee selects its own clerk.

(i) Some committees are provided additional funding for special studies for the purpose of hiring expanded staff.

(j) Rules committee(s) only.

(k) Judicial Committee only.

Table 32
SELECTED SERVICES OFFERED BY PRINCIPAL LEGISLATIVE STAFF OFFICES*

State or other jurisdiction and staff office or organizational entity	*Legislative reference library facilities*	*Bill drafting*	*Statute & code revision*	*Bill analysis & legal research*	*Counsel to legislature*	*Administrative management*	*Fiscal review & analysis*	*Post audit*	*Research &/or policy analysis*	*Committee staffing*	*Legislative electronic data processing*	*Public information*
Alabama												
Legislative Council	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Reference Service	★	★	★	●	●	...	...	...	★	★	★	★
Alabama Law Institute	...	...	★	●	...	...	...	...	★	...	...	...
Legislative Committee on Public Accounts												
Dept. of Examiners of Public Accounts	...	...	...	...	...	...	...	★	●	...	...	...
Joint Fiscal Committee												
Legislative Fiscal Office	...	...	...	...	...	...	★	...	★	...	...	...
Senate Secretary	...	...	...	...	...	★	...	...	...	...	...	★
House Clerk	...	...	...	...	...	★	...	...	...	...	...	★
Alaska												
Legislative Council												
Legislative Affairs Agency	★	★	★	★	★	★	...	...	★	★	★	★
Legislative Budget & Audit Committee												
Div. of Legislative Audit	...	...	...	...	...	...	...	★	...	...	...	...
Div. of Legislative Finance	...	●	...	★	...	...	★	...	★	★	★	...
Arizona												
Legislative Council	★	★	★	★	...	...	...	...	★	●	...	...
Joint Legislative Budget Committee	●	●	●	●	...	...	★	●	●	●	...	●
Auditor General	...	...	...	...	...	...	...	★	...	...	...	...
Library, Archives, & Public Records Div.	★	...	...	...	...	...	...	...	★	...	...	...
Senate Research Staff	●	●	...	★	★	●	●	...	★	★	...	★
House Research Staff	●	●	...	★	★	●	★	●	★	★	...	●
Arkansas												
Legislative Council												
Bureau of Legislative Research	★	★	...	★	★	...	★	...	★	★	...	...
Legislative Joint Auditing Committee												
Div. of Legislative Audit	...	...	...	...	...	...	...	★	...	...	...	...
Senate Public Information Office	...	...	...	...	...	...	...	...	...	...	...	★
House Legislative Information Office	...	...	...	...	...	...	...	...	...	...	...	★
California												
Legislative Counsel Bureau	...	★	★	★	★	...	...	...	...	...	★	...
Administrative-Legislative Service, State Library	★	...	...	...	...	...	...	...	...	...	...	...
Law Revision Commission	...	...	★	...	...	...	...	...	●	...	...	...
Joint Legislative Budget Committee												
Office of Legislative Analyst	★	...	...	...	...	...	★	★	★	...	...	...
Joint Legislative Audit Committee												
Office of Auditor General	...	...	...	...	...	...	...	★	...	...	...	...
Joint Rules Committee												
Chief Administrative Officer	...	...	...	...	...	★	...	...	...	...	★	...
Senate Rules Committee	...	...	...	...	...	★	...	...	...	★	...	...
Senate Office of Research	...	...	...	...	...	...	...	...	★	...	★	★
Assembly Rules Committee	...	...	...	...	...	★	...	...	...	★	...	★
Chief Administrative Office	...	...	...	...	...	★	...	...	...	...	...	...
Assembly Office of Research	★	...	...	...	...	...	...	...	★	...	...	...
Assembly Ways & Means Committee	...	...	...	...	...	...	★	★	...	...	...	...
Colorado												
Legislative Council	★	...	...	...	...	★	...	...	★	★	...	★
Committee on Legal Services												
Office of Revisor of Statutes	...	...	★	...	★	...	...	...	...	...	...	...
Legislative Drafting Office	...	★	...	★	★	...	...	...	...	...	★	...

Colorado (Continued)												
Joint Budget Committee	...	...	...	...	...	...	★	...	...	★	...	...
Legislative Audit Committee	...	...	...	...	...	...	...	★	...	...	...	...
Senate Secretary	...	...	...	...	...	★	...	...	...	...	...	★
House Clerk	...	...	...	...	...	★	...	...	...	...	...	★
Connecticut												
Joint Committee on Legislative Mgt.	...	...	...	...	●	★	...	...	...	...	★	●
Office of Fiscal Analysis	...	...	...	...	...	...	★	...	...	★	...	...
Office of Legislative Research	●	...	...	★	...	...	...	...	★	★	...	...
Office of Legislative Program Review & Investigations	...	...	...	...	...	...	...	★	...	...	...	...
Legislative Commissioners' Office	...	★	★	...	★	...	...	...	●	★	●	...
Auditors of Public Accounts	...	...	...	...	...	...	...	★	...	...	...	...
Law and Legislative Reference Unit, State Library	★	...	...	...	...	...	...	...	...	...	●	●
Senate Chamber & Caucus Staff	...	...	...	...	...	...	...	...	...	...	...	★
House Chamber & Caucus Staff	...	...	...	...	...	...	...	...	...	...	...	★
Delaware												
Legislative Council	★	★	...	●	●	★	★	...	★	★	...	★
Florida												
Joint Legislative Mgt. Committee	★	...	★	...	...	★	...	...	...	...	★	●
Joint Legislative Auditing Committee												
Office of Auditor General	...	...	...	...	...	...	...	★	...	...	...	...
Joint Administrative Procedures Committee	...	...	●	...	...	...	...	...	★	...	...	...
Senate President's Office	...	...	...	★	...	★	★	★	★	★	...	★
Senate Legislative Services & Information Office	...	★	...	★	★	●	...	...	●	...	...	★
House Speaker's Office	...	...	...	...	...	...	...	...	...	...	...	★
House Bill Drafting Services	...	★	...	★	...	...	...	...	●	...	★	...
Georgia												
Legislative Services Committee												
Office of Legislative Counsel	★	★	★	★	★	...	...	...	★	★	★	...
Legislative Fiscal Office	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Budget Analyst	...	...	...	...	...	...	★	...	...	...	...	...
Dept. of Audits & Accounts	...	...	...	...	...	...	...	★	...	...	...	...
State Library	★	...	...	...	...	...	...	...	★	...	...	...
Senate Secretary	...	...	...	...	...	...	...	...	...	...	★	...
Senate Research Staff	...	...	...	...	...	...	...	...	★	...	...	...
Senate Information Office	...	...	...	...	...	...	...	...	...	...	...	★
House Clerk	...	...	...	...	...	...	...	...	...	...	★	...
House Information Office	...	...	...	...	...	...	...	...	...	...	...	★
Hawaii												
Office of Legislative Reference Bureau	★	★	★	★	...	...	...	...	★	...	●	●
Office of Legislative Auditor	...	●	...	●	...	...	●	★	●	●	...	...
Senate Chamber & Majority Staff	...	●	...	★	★	...	...	...	★	●	...	...
Senate Minority Research	...	●	...	★	...	...	...	...	★	●	...	...
House Research Office	...	●	...	★	★	...	...	...	★	●	...	...
House Minority Research	...	●	...	★	...	...	...	...	★	●	...	...
Idaho												
Legislative Council	●	★	...	●	●	●	...	...	★	●	★	★
Joint Finance-Appropriations Committee												
Legislative Auditor	...	...	...	...	...	...	...	★	...	...	...	...
Legislative Fiscal Officer	...	...	...	...	...	...	★	...	...	...	...	...
Illinois												
Legislative Audit Commission	...	...	...	...	...	...	...	★	...	...	...	...
Office of Auditor General	...	...	...	...	...	...	...	★	...	...	...	...
Economic & Fiscal Commission	...	...	...	...	...	...	★	...	★	...	...	...
Legislative Council	●	...	...	●	●	...	...	...	★	...	●	●
Legislative Reference Bureau	★	★	★	★	...	...	...	...	...	...	●	...
State Library	★	...	...	...	...	...	...	...	●	...	...	...
Legislative Information System	...	...	...	●	...	●	...	...	...	...	★	★
Commission on Intergovernmental Cooperation	●	...	...	●	...	...	★	...	★	...	●	...
Senate Chamber & Majority Staff	...	...	...	★	★	★	★	...	★	★	...	★

Table 32—Continued
SELECTED SERVICES OFFERED BY PRINCIPAL LEGISLATIVE STAFF OFFICES*

State or other jurisdiction and staff office or organizational entity	*Legislative reference library facilities*	*Bill drafting*	*Statute & code revision*	*Bill analysis & legal research*	*Counsel to legislature*	*Administrative management*	*Fiscal review & analysis*	*Post audit*	*Research &/or policy analysis*	*Committee staffing*	*Legislative electronic data processing*	*Public information*
Illinois (Continued)												
Senate Minority Staff	...	...	...	★	★	★	★	...	★	★	...	★
House Chamber and Majority Staff	...	...	...	★	★	★	★	...	★	★	...	★
House Minority Staff	...	...	...	★	★	★	★	...	★	★	...	★
Indiana												
Legislative Council[1]	...	★	★	★	★	★	★	★	★	★	★	★
Commission on State Tax & Financing Policy	...	...	...	...	...	...	★	...	★	...	...	...
Indiana State Library	★	...	...	...	...	...	...	...	...	...	...	...
Senate Chamber & Partisan Staff	...	...	...	...	...	★	...	...	...	...	...	★
House Chamber & Partisan Staff	...	...	...	...	...	★	...	...	...	...	...	...
Iowa												
Legislative Council												
Legislative Service Bureau	★	★	...	★	★	★	★	...	★	★	★	...
Legislative Fiscal Bureau	...	...	...	...	...	...	★	...	...	...	...	...
State Law Library	★	...	...	...	...	...	...	...	...	...	...	...
Office of Code Editor, Supreme Court	...	...	★	...	...	...	...	...	...	...	...	...
Senate Secretary	...	...	...	★	...	★	...	...	...	★	...	★
Senate Majority Staff	...	...	...	...	...	★	...	...	★	...	...	★
Senate Minority Staff	...	...	...	...	...	...	...	...	★	...	...	...
House Chief Clerk	...	...	...	★	...	★	...	...	...	★	...	...
Public Information Office	...	...	...	...	...	...	...	...	...	...	...	★
House Majority Staff	...	...	...	...	...	★	...	...	★	...	...	★
House Minority Staff	...	...	...	...	...	...	...	...	★	...	...	...
Kansas												
Legislative Coordinating Council												
Div. of Legislative Administrative Services	...	...	...	...	...	★	...	...	...	★	...	...
Legislative Research Dept.	...	...	...	★	...	...	★	...	★	★	...	...
Legislative Counsel	...	...	...	...	★	...	...	...	...	...	...	...
Revisor of Statutes	...	★	...	★	★	...	...	...	★	★	★	...
Legislative Post Audit Committee	...	...	...	...	...	...	...	★	...	...	...	...
State Library	★	...	...	...	...	...	...	...	...	...	...	★
Kentucky												
Legislative Research Commission	★	★	★	★	★	★	★	★	★	★	★	★
Louisiana												
Legislative Council	★	★	★	★	★	...	★	...	★	★	...	★
Office of Legislative Auditor	...	...	...	...	...	...	★	★	...	★	...	...
Legislative Controller's Office	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Budget Committee	...	...	...	...	...	...	★	...	★	...	...	...
Legislative Fiscal Office	...	...	...	...	...	...	★	...	★	★	...	...
State Law Institute	...	★	★	★	★	...	...	...	★	...	...	...
Senate Secretary	...	...	...	...	...	...	...	...	...	...	★	★
House Clerk	...	...	...	...	...	...	...	...	...	...	★	★
Maine												
Legislative Council	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Research Office	...	★	★	★	...	...	...	...	★	...	...	...
Legislative Information Office	...	...	...	...	...	...	...	...	...	...	★	★
Legislative Finance Office	...	...	...	...	...	...	★	...	...	...	...	...
Office of Legislative Assistants	...	...	...	...	...	...	...	...	...	★	...	...
Law & Legislative Reference Library	★	...	...	★	...	...	...	...	★	...	...	...
Dept. of Audit	...	...	...	...	...	...	...	★	...	...	...	...

Maine (Continued)												
Senate Secretary	...	...	...	...	...	...	...	...	...	...	...	★
House Clerk	...	...	...	...	...	...	...	...	...	...	...	★
Maryland												
Legislative Policy Committee	...	...	...	...	...	★	...	...	...	...	...	...
Dept. of Legislative Reference	★	★	★	★	...	...	...	...	★	★	★	★
Dept. of Fiscal Services	...	...	...	...	...	...	★	★	★	★	...	...
Office of Asst. to Senate Pres. & House Speaker	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Studies Group	...	...	...	...	...	...	...	...	★	...	...	★
Massachusetts												
Legislative Service Bureau												
Joint Committee Staff	...	★	...	★	...	★	...	...	★	★	...	★
Office of Legislative Data Processing	...	...	...	★	...	...	...	...	...	...	★	...
Legislative Bulletin	...	...	...	...	...	...	...	...	...	...	...	★
Science Resource Network	●	...	...	...	...	...	...	...	★	●	●	●
Legislative Research Council												
Legislative Research Bureau	★	...	...	...	●	...	...	...	★	...	...	●
Legislative Reference Div., State Library	★	...	...	...	...	...	...	...	...	...	...	...
Joint Committee on Post Audit & Oversight												
Legislative Post Audit & Oversight Bureau	...	●	...	...	...	...	●	★	●	...	...	●
Senate Clerk & Leadership Staff	...	...	...	...	...	...	...	...	...	...	★	★
Senate Counsel	...	★	★	★	★	...	...	...	...	...	...	...
Senate Committee Staff	...	...	...	...	...	★	★	...	●	★	...	...
House Clerk & Leadership Staff	...	...	...	...	...	...	...	...	...	...	★	★
House Counsel	...	★	★	...	★	...	...	...	...	...	...	...
House Committee Staff	...	...	...	...	...	★	★	...	●	★	...	...
Michigan												
Legislative Council												
Legislative Service Bureau	★	★	...	...	...	★	...	...	★	...	...	★
Law Revision Commission	...	★	★	...	...	...	...	...	...	...	...	...
Joint Committee on Administrative Rules	...	...	...	★	...	...	...	...	★	...	...	...
Office of Auditor General	...	...	...	...	...	...	...	★	...	...	...	...
Consumer Council	...	...	...	...	...	...	...	...	★	...	...	★
Legislative Retirement	...	...	...	...	...	★	...	...	●	...	...	...
Legislative Corrections Ombudsman	...	...	...	...	...	...	...	...	★	...	...	...
Legislature of Mich., Washington Office	...	...	...	...	...	...	...	...	★	...	...	...
Senate Chamber Staff	...	...	...	...	★	★	...	...	★	★	...	★
Senate Fiscal Agency	...	...	...	...	...	...	★	...	...	...	★	...
House Chamber Staff	...	...	...	...	★	★	...	...	★	★	...	★
House Fiscal Agency	...	...	...	...	...	...	★	...	...	...	...	...
House Bill Analysis Div.	...	...	...	★	...	...	...	...	...	...	...	...
Minnesota												
Legislative Coordinating Commission												
Revisor of Statutes	...	★	★	...	●	...	...	...	●	...	...	...
Legislative Reference Library	★	...	...	...	...	...	...	...	●	...	...	●
Legislative Audit Commission	...	...	...	...	...	...	★	★	★	...	...	...
Senate Office of the Secretary	...	...	...	...	...	★	...	...	...	★	...	★
Senate Counsel	...	★	★	★	★	...	●	...	●	★	...	...
Senate Research Office	...	...	...	...	...	...	★	●	★	●	...	...
Science & Technology Project	●	...	...	...	...	...	...	...	★	●	●	●
Senate Majority Research	...	...	...	●	...	...	...	...	★	...	...	●
Senate Minority Research	...	...	...	●	...	...	...	...	★	...	...	●
House Chamber Staff	...	...	...	...	...	★	...	...	...	...	★	★
House Research	...	...	...	★	●	...	●	...	★	★	...	...
House Majority Leadership & Caucus Staff	...	...	...	●	...	●	...	...	★	...	...	●
House Minority Leadership & Caucus Staff	...	...	...	●	...	...	...	...	★	...	...	●
Mississippi												
State Law Library												
Legislative Reference Bureau	★	...	...	●	...	...	...	...	★	...	...	...
Revisor of Statutes, Dept. of Justice	...	...	★	...	...	...	...	...	...	...	...	...
Commission of Budget & Accounting	...	...	...	...	...	...	★	...	...	...	...	●
Joint Legis. Cmte. on Performance Eval. & Expen. Review	...	...	...	...	...	...	...	★	★	...	...	...

Table 32—Continued
SELECTED SERVICES OFFERED BY PRINCIPAL LEGISLATIVE STAFF OFFICES*

State or other jurisdiction and staff office or organizational entity	*Legislative reference library facilities*	*Bill drafting*	*Statute & code revision*	*Bill analysis & legal research*	*Counsel to legislature*	*Administrative management*	*Fiscal review & analysis*	*Post audit*	*Research &/or policy analysis*	*Committee staffing*	*Legislative electronic data processing*	*Public information*
Mississippi (Continued)												
State Central Data Processing Authority	...	...	...	...	...	...	...	...	...	...	★	...
Senate Chamber Staff	...	...	...	...	...	★	...	...	...	★	★	★
Senate Legislative Services Office	...	★	...	★	●	...	●	...	★	●	★	...
House Chamber Staff	...	...	...	...	...	★	...	...	...	★	...	★
House Management Committee	...	★	...	★	...	...	...	...	★	...	...	...
Missouri												
Committee on Legislative Research	★	★	★	★	...	...	...	...	★	★	●	...
Committee on State Fiscal Affairs	...	...	...	...	...	...	★	...	...	...	...	...
State Library	★	...	...	...	...	...	...	...	...	...	...	★
Senate Chamber Staff	...	●	...	●	...	...	★	●	★	●	...	★
House Chamber Staff	...	●	...	★	...	...	★	●	★	●	●	★
Montana												
Legislative Council	★	★	★	●	★	●	...	...	★	★	★	●
Legislative Audit Committee												
Office of Legislative Auditor	...	...	...	...	...	...	...	★	...	...	...	...
Legislative Consumer Counsel	...	...	...	...	●	...	...	...	★	...	...	...
Legislative Finance Committee												
Office of Legislative Fiscal Analyst	...	...	...	...	...	...	★	...	...	●	...	...
Environmental Quality Council	...	...	...	...	●	...	...	...	★	●	...	...
Nebraska												
Legislative Council												
Research Division	★	...	...	●	...	...	...	...	★	★	...	...
Fiscal Analyst	...	...	...	...	...	...	★	★	★	★	●	...
Revisor of Statutes	...	★	★	...	●	...	...	...	●	...	★	...
Clerk of the Legislature	●	...	...	...	...	★	...	...	...	...	★	★
Nevada												
Legislative Commission												
Legislative Counsel Bureau	★	★	★	●	★	★	★	★	★	★	★	●
New Hampshire												
Office of Legislative Services	★	★	★	★	★	...	...	...	★	●	●	...
Fiscal Committee of the General Court	...	...	...	...	...	★	★	★	★	★	...	...
State Library	★	...	...	★	...	...	...	...	★	...	...	...
New Jersey												
Legislative Services Commission												
Office of Legislative Services	●	★	★	★	★	...	★	★	★	★	★	★
Bureau of Law & Legis. Reference, State Library	★	...	...	...	...	...	...	...	★	...	...	...
Senate Majority Party Policy Staff	...	...	...	...	...	...	...	...	★	...	...	...
Senate Minority Party Policy Staff	...	...	...	...	...	...	...	...	★	...	...	...
House Majority Party Policy Staff	...	...	...	...	...	...	...	...	★	...	...	...
House Minority Party Policy Staff	...	...	...	...	...	...	...	...	★	...	...	...
New Mexico												
Legislative Council												
Legislative Council Service	★	★	●	★	...	●	...	...	★	...	...	●
Legislative Finance Committee	...	●	...	★	...	...	★	...	★	★	...	...
New York												
Law Revision Commission	...	●	★	●	...	...	...	...	★	...	...	...
Legislative Bill Drafting Commission	...	★	...	...	●	...	...	...	...	...	★	...
Legislative Library	★	...	...	...	...	...	...	...	...	...	...	...
Legislative Commission on Expenditure Review	...	...	...	...	...	...	★	★	...	...	...	...

New York (Continued)												
Administrative Regulations Review Committee	...	...	...	●	...	...	...	★	★	...	...	...
State Library												
Law/Social Science Reference Services	★	...	...	...	...	...	...	...	...	...	...	...
Legislative & Governmental Services	★	...	...	...	...	...	...	...	...	...	...	...
Energy Commission	...	...	...	...	...	...	...	...	★	...	...	...
Legislative Commission on Science & Technology	...	...	...	...	...	...	...	...	★	...	...	...
Senate Leadership Staff	...	...	...	...	★	...	...	...	★	...	...	★
Secretary of the Senate	...	...	...	...	...	★	...	...	...	...	...	...
Senate Research Staff	★	...	...	...	...	...	...	...	★	...	...	...
Senate Program Office	...	...	...	★	...	...	...	...	...	...	...	...
Senate Communications Office	...	...	...	...	...	...	...	...	...	...	...	★
Senate Standing Committees	...	...	...	...	...	...	★	...	★	★	...	...
Senate Washington Office	...	...	...	...	...	...	...	...	★	...	...	...
Assembly Leadership Staff	...	●	...	●	★	★	...	...	★	...	...	★
Assembly Administrations & Operations	...	...	...	...	...	★	...	...	...	...	★	...
Assembly Program & Committee Staff	...	●	...	★	★	●	...	●	★	★	...	●
Assembly Ways & Means Committee Staff	...	●	...	★	...	...	★	★	★	★	●	●
Assembly Office of Legislative Research	...	...	...	★	★	...	...	...	...	...	...	...
Assembly Oversight & Analysis	...	●	...	...	...	...	...	★	★	...	...	...
Assembly Member Services	...	...	...	●	...	●	...	...	★	...	...	●
Assembly Research Services	...	...	...	●	...	...	...	...	★	...	...	●
Assembly Public Information Office	...	...	...	...	...	...	...	...	...	...	...	★
Assembly Chamber Staff	...	...	...	...	...	★	...	...	...	...	...	...
Assembly Editorial Services	...	...	...	...	...	...	...	...	...	...	...	★
Assembly Minority Committee Research Staff	...	★	...	...	...	...	...	...	★	●	...	...
Assembly Washington Office	...	...	...	...	...	...	...	...	★	...	...	...
North Carolina												
Legislative Services Commission												
Legislative Services Office	●	...	...	...	...	★	...	...	●	...	★	●
General Research & Information	★	●	...	★	...	...	...	...	★	★	...	...
Legislative Library	★	...	...	...	...	...	...	...	...	...	...	★
Fiscal Research Div.	●	●	...	...	...	...	★	★	★	★	...	...
Bill Drafting Division	...	★	●	...	...	...	...	...	...	...	...	...
Legislative Research Commission	★	...	...	...	...	...	...	...	★	...	...	...
Div. of Legislative Drafting, Dept. of Justice	★	★	●	●	...	...	...	...	...	...	...	...
General Statute Commission, Dept. of Justice	★	★	★	★	...	...	...	...	...	...	...	...
University of North Carolina	●	●	...	★	...	...	...	...	...	★	...	...
North Dakota												
Legislative Council	★	★	★	★	★	★	★	★	★	★	★	★
Ohio												
Legislative Reference Bureau	★	★	...	...	...	...	...	...	★	...	...	★
Legislative Service Commission	★	★	★	★	★	...	...	...	★	★	★	...
Legislative Budget Committee	...	...	...	...	...	...	★	★	...	...	...	...
Senate Chamber Staff	...	...	...	...	★	★	...	...	...	★	...	★
House Chamber Staff	...	...	...	...	★	★	...	...	★	★	...	★
Oklahoma												
Legislative Council	...	★	★	★	★	...	★	★	★	★	★	...
Legislative Reference Div., Dept. of Libraries	★	...	...	★	...	...	...	...	★	...	...	★
Oregon												
Legislative Administration Committee												
Legislative Research	★	...	...	...	...	...	...	...	★	...	...	...
Legislative Information Systems	...	...	...	...	...	...	...	...	...	...	★	★
Legislative Media Systems	...	...	...	...	...	...	...	...	...	...	...	★
Administrative Services	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Counsel Office	...	★	★	★	★	...	...	...	...	...	...	...
Legislative Fiscal Office	...	...	...	...	...	...	★	...	...	★	...	...
Legislative Revenue Office	...	...	...	★	...	...	★	...	★	★	...	...
Joint Committee on Trade & Economic Development	...	...	...	★	...	...	...	...	★	★	...	...
Senate Chamber Staff	...	★	...	...	...	...	...	...	...	★	...	...
House Chamber Staff	...	★	...	...	...	...	...	...	...	★	...	...

Table 32—Concluded
SELECTED SERVICES OFFERED BY PRINCIPAL LEGISLATIVE STAFF OFFICES*

State or other jurisdiction and staff office or organizational entity	*Legislative reference library facilities*	*Bill drafting*	*Statute & code revision*	*Bill analysis & legal research*	*Counsel to legislature*	*Administrative management*	*Fiscal review & analysis*	*Post audit*	*Research &/or policy analysis*	*Committee staffing*	*Legislative electronic data processing*	*Public information*
Pennsylvania												
Legislative Reference Bureau	★	★	★	★	★	...	...	...	★	...	...	...
Local Government Commission	...	★	★	★	...	...	...	...	★	...	...	★
Joint State Government Commission	★	★	★	★	...	...	★	...	★	...	...	★
Legislative Budget & Finance Committee	...	...	...	...	...	...	★	...	★	...	...	...
Legislative Data Processing Committee	...	...	...	...	...	...	...	...	...	...	★	...
Jt. Legis. Air & Water Pollut. Control & Conserv. Cmte.	★	★	★	★	...	...	★	...	★	...	...	...
Senate Chamber Majority Staff	...	★	...	★	★	...	...	...	★	★	...	★
Senate Chamber Minority Staff	...	★	...	★	★	★	★	...	★	★	...	★
House Chamber Majority Staff	★	★	★	★	★	★	★	...	★	★	...	...
House Chamber Minority Staff	★	...	★	★	★	★	★	...	★	★	...	★
Rhode Island												
Legislative Council	★	★	...	★	★	...	...	...	★	...	...	...
Law Revision, Dept. of State	★	★	★	★	★	...	...	...	★	...	...	...
State Library, Dept. of State	★	...	...	●	...	...	...	...	●	...	...	●
Joint Committee on Legislative Affairs	...	...	...	...	...	★	★	★	...	★	...	★
South Carolina												
Legislative Council	★	★	★	★	★	...	...	...	★	●	...	●
Committee on Statutory Laws	...	...	★	...	...	...	...	...	...	...	...	...
Legislative Audit Council	...	...	...	...	...	...	★	★	...	...	...	...
Legislative Information System	...	...	...	...	...	...	...	...	...	...	★	★
Senate Chamber Staff	...	...	...	...	●	★	...	...	●	...	...	...
Senate Standing Committee Staff	...	●	...	●	...	★	★	...	★	★	...	...
House Chamber Staff	...	...	...	...	●	★	...	...	...	...	...	...
House Office of Research	...	...	...	●	●	★	●	...	★	●	...	...
South Dakota												
Legislative Research Council	★	★	★	★	★	★	★	...	★	★	●	★
Dept. of Legislative Audit	...	...	...	...	...	...	...	★	...	...	...	...
Senate Chamber Staff	...	...	...	...	...	...	...	...	...	★	★	●
House Chamber Staff	...	...	...	...	...	...	...	...	...	★	★	●
Tennessee												
Joint Legislative Services Committee												
Office of Legislative Services	...	...	...	...	...	...	...	...	●	●	★	★
Office of Legal Services	★	★	...	★	★	...	...	...	●	●	...	...
Office of Legislative Administration	...	...	...	...	...	★	...	...	...	...	...	...
Fiscal Review Committee	...	...	...	...	...	...	★	●	★	●	...	●
State Library & Archives	★	...	...	...	...	...	...	...	...	...	...	...
Code Commission	...	...	★	...	...	...	...	...	...	...	...	...
Comptroller of the Treasury	●	●	...	●	...	...	★	★	●	●	...	●
Texas												
Legislative Council	...	★	★	●	★	...	...	...	★	●	★	...
Legislative Reference Library	★	...	...	...	...	...	...	...	★	...	...	●
Legislative Audit Committee	...	...	...	...	...	...	...	★	...	...	...	...
Legislative Budget Board	...	●		●	●	...	★	★	●	...	...	...
Senate Chamber & Committee Staff	...	...	...	★	●	★	...	...	★	★	...	★
House Chamber & Committee Staff	...	...	...	★	●	★	...	...	★	★	...	★
Utah												
Legislative Management Committee												
Office of Legislative Research	★	...	...	...	...	...	...	...	★	★	...	...
Legislative Fiscal Analyst	...	...	...	...	...	...	★	...	...	★	★	...
Legislative General Counsel	...	★	★	★	★	...	...	...	...	...	★	...
Legislative Auditor General	...	...	...	...	...	...	...	★	...	...	...	...
Senate Chamber Staff	...	...	...	...	...	...	...	...	...	★	...	★
House Chamber Staff	...	...	...	...	...	...	...	...	...	★	...	★

Vermont												
Legislative Council	★	★	...	★	...	★	...	★	★	★	★	★
Statutory Revision Commission	...	...	★	...	...	...	...	...	...	...	...	...
Joint Fiscal Committee	...	...	...	...	...	...	★	★	...	...	...	...
Virginia												
Advisory Legislative Council	...	...	...	...	...	...	...	...	★	...	...	...
Code Commission	...	...	★	...	...	...	...	...	...	...	...	...
Committee on Rules												
Div. of Legislative Services	●	★	●	●	●	...	●	...	●	★	★	●
Joint Legislative Audit & Review Commission	●	...	...	●	...	...	...	★	●	...	...	...
Auditor of Public Accounts	...	...	...	...	...	...	●	...	...	...	...	...
Senate Chamber & Committee Staff	...	...	...	...	...	★	...	...	...	★	...	●
House Chamber & Committee Staff	...	...	...	...	...	★	...	...	...	★	...	●
Washington												
Statute Law Committee	...	★	★	...	...	...	...	...	...	...	★	...
Legislative Budget Committee	...	...	...	...	...	...	...	★	...	...	...	...
Legislative Evaluation & Accountability Program Committee	...	...	...	...	...	...	★	...	...	...	★	...
Senate Chamber & Committee Staff	...	...	...	★	★	★	★	...	★	★	...	★
Senate Research Center	★	●	...	★	★	●	...	...	★	★	...	...
House Chamber & Committee Staff	...	...	...	●	...	★	★	...	★	★	...	★
House Office of Program Research	●	●	...	●	★	●	...	...	★	★	★	...
West Virginia												
Joint Committee on Government & Finance												
Office of Legislative Services	...	★	●	●	●	...	...	...	★	★	★	★
Legislative Auditor	★	...	...	...	...	★	★	★	●	●	...	...
Legislative Reference Library	★	...	...	...	...	...	...	...	●	...	...	...
Legislative Office of Information	...	...	...	...	...	...	...	...	...	...	...	★
Senate Chamber Staff	...	★	...	...	...	...	...	...	...	★	...	...
House Chamber Staff	...	★	...	...	...	...	...	...	...	★	...	...
Wisconsin												
Legislative Council	...	...	●	●	●	...	...	...	★	★	...	...
Joint Committee on Legislative Organization	...	...	...	...	...	★	...	...	...	...	...	...
Legislative Reference Bureau	★	★	...	★	●	...	...	...	★	●	★	★
Revisor of Statutes Bureau	...		★	...	...	...	...	...	...	...	...	...
Legislative Audit Bureau	...	...	...	...	...	...	...	★	●	...	...	...
Legislative Fiscal Bureau	...	...	...	●	...	...	★	...	★	★	...	...
Interstate Cooperation Commission	...	...	...	...	...	...	...	...	★	...	...	...
Senate Democratic Caucus Staff	...	...	...	★	...	...	●	...	★	●	...	★
Senate Republican Caucus Staff	...	...	...	★	...	...	●	...	★	●	...	★
Assembly Democratic Caucus Staff	...	...	...	★	...	...	●	...	★	●	...	★
Assembly Republican Caucus Staff	...	...	...	★	...	...	●	...	★	●	...	★
Wyoming												
Legislative Management Council												
Legislative Service Office	...	★	★	★	★	★	★	★	★	...	★	...
Documents & Legislative Reference, State Library	★	...	...	...	...	...	...	...	★	...	...	...
American Samoa												
Legislative Reference Bureau	★	★	★	★	★	★	●	●	★	★	...	★
Guam												
Legislative Counsel	...	★	●	★	★	...	...	...	★	...	...	...
Office of Executive Director	...	...	...	...	...	★	...	...	...	...	...	★
Committee on Ways & Means												
Budget Office	...	...	...	...	...	...	●	●	●	...	...	...
Law Revision Commission & Compiler	...	...	★	...	...	...	...	...	...	...	...	...
Legislative Research Bureau	★	...	...	...	...	...	...	...	●	...	...	...
Territorial Auditor	...	...	...	...	...	...	...	★	...	...	...	...
Puerto Rico												
Office of Legislative Services	★	★	★	●	★	★	★	...	★	★	...	...
Joint Legislative Committee on Reports from Controller												
Office of Controller	...	●	...	●	...	...	...	★	...	...	...	...
Commission for the Codification of Laws	...	...	★	...	...	...	...	...	...	...	...	...

---

*Organizations with major independent status are listed with offices subordinate to them indented. A function is shcwn as being performed if an office performs any aspect of this function.

★ Primary responsibility.
● Secondary responsibility.

Table 33
LEGISLATIVE APPLICATIONS OF ELECTRONIC DATA PROCESSING

State or other jurisdiction	Statutory, bill systems, legal applications								Fiscal, budget, economic applications											Legislative management			
	Statutory retrieval	Bill drafting (preparation)	Bill typing	Bill status reporting	Statutory revision	Case law retrieval	Reapportionment & re-districting	Other	Revenue forecasting	Revenue analysis	Budget comparison	Effects of legis. amend. on budget	Fiscal note on bills	Local fiscal note	Economic impact note	Impact of salary & fringe changes	State aid formulas	Tracking federal dollars	Other	Computer-assisted printing	Legislative accounting	Mailing lists	Other
Alabama	...	...	...	★	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...	★	...	...
Alaska	★	★	★	★	...	...	...	...	★	...	★	★	★	...	...	...	...	★	...	★	★	...	...
Arizona	...	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Arkansas	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	(a)	...	...	...	...
California	★	★	★	★	●	●	...	...	...	...	●	★	●	...	...	●	...	...	...	★	★	★	...
Colorado	★	★	★	★	★	★	...	...	...	...	★	★	★	★	★	...	★	...	...	★	...	...	...
Connecticut	★	★	★	★	★	...	...	...	★	★	★	★	...	...	...	...	★	...	...	★	★	...	(b)
Delaware	...	★	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...
Florida	★	★	★	★	★	...	★	(c)	...	★	★	★	★	...	...	★	★	...	...	★	★	★	...
Georgia	★	★	★	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...	★	★	★	...
Hawaii	●	●	●	★	●	...	...	(d)	...	...	...	...	...	...	...	...	...	...	(a)	...	...	...	...
Idaho	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...
Illinois	★	★	★	★	★	...	...	...	★	●	●	★	★	★	...	...	...	★	(e)	★(f)	★	★	...
Indiana	★	★	★	★	★	...	...	...	★	★	...	...	★	★	...	...	★	...	...	...	...	...	...
Iowa	★	★	★	★	★	...	★	...	★	★	★	★	★	★	★	★	★	★	...	★	★	★	...
Kansas	★	★	★	★	★	...	...	...	...	...	★	★	★	★	...	...	★	...	...	★	...	...	...
Kentucky	★	★	★	★	★	★(g)	...	...	...	...	...	...	...	...	...	...	...	...	...	★	★	★	...
Louisiana	...	...	★	★	...	...	★	(d)	★	★	...	...	...	...	...	...	...	...	...	...	★	★	...
Maine	★	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...
Maryland	★	★	★	★	★	...	...	...	★	...	★	★	★	...	...	★	★	★	...	★(h)	★	...	...
Massachusetts	★	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...
Michigan	●	...	...	★	...	...	...	...	★	★	★	...	...	...	★	...	★	...	(i)	...	★	...	...
Minnesota	★	★	★	★	★	...	...	...	★	★	★	★	...	...	...	★	★	★	(j)	★	★(k)	...	...
Mississippi	★	★	★	★	...	...	...	...	...	...	★	★	...	...	...	★	★	★	...	...	...	...	...
Missouri	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...

Montana	★	★	★	★	★	...	...	(l)	★	★	★	...	★	...	★	★	...	...	...	...	...	★	...
Nebraska	★	★	★	...	★	...	...	(d)	...	★	...	...	...	...	...	...	...	...	...	★	...	★	...
Nevada	★	●	●	●	★	...	●	...	●	●	★	★	...	...	...	★	★	★	...	★	★	...	...
New Hampshire	...	...	...	★	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...	...	★	...	...
New Jersey	★	...	...	...	...	...	★	...	★	★	★	★	●	...	●	●	★	●	...	★	★	...	...
New Mexico	...	...	...	...	...	...	...	...	...	...	...	★	★	★	★	★	...	...	...	...	★(k)	...	...
New York	★	★	★	★(m)	●	...	...	...	★	★	...	...	...	...	...	...	...	...	...	★	★	★	(n)
North Carolina	...	...	★	★	...	...	...	...	★	★	...	...	...	...	...	...	...	...	...	★	...	...	...
North Dakota	★	★	★	★	★	...	...	(o)	...	...	★	★	★	...	...	...	...	...	...	...	...	...	...
Ohio	★	★	★	★	★	★	...	...	★	★	★	★	★	...	...	★	★	...	...	★	★	★	...
Oklahoma	★	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Oregon	★	★	★	★	★	●	●	(d)	...	★	...	...	...	...	...	...	...	...	...	★	★	★	...
Pennsylvania	★	★	★	★	★	...	★	(p)	●	★	★	★	...	...	...	...	...	★	...	★	★	...	(b,q)
Rhode Island	...	...	...	★	●	★	●	...	★	★	★	★	★	★	★	★	★	★	...	●	●	...	...
South Carolina	...	...	...	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...
South Dakota	★	★	★	★	★	...	...	...	★	★	★	★	★	...	...	★	★	★	...	★	★	...	...
Tennessee	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...
Texas	★	★	★	★	★	...	...	...	...	...	★	★	★	...	★	★	...	...	...	★	★	...	...
Utah	★	★	★	★	★	...	...	...	★	★	...	★	★	...	...	...	...	...	...	★	★	...	...
Vermont	...	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Virginia	★	★	★	★	★	★	...	(d)	●	●	●	...	...	...	...	...	...	...	...	★	...	★	...
Washington	★	★	★	★	★	★	●	(r)	★	★	★	★	...	...	...	★	★	...	...	★(f)	★	★	...
West Virginia	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	(s)
Wisconsin	★	★	★	★	★	...	...	...	★	★	★	★	...	...	...	...	★	...	...	★	...	...	(t)
Wyoming	★	★	★	...	★	...	...	...	...	...	★	★	★	★	★	...	★	...	...	★	★	★	...
American Samoa	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...
Guam	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...

Key:
★—Actual application
●—Planned application
. . .—No application

(a) Budget preparation.

(b) Selected personnel recordkeeping.

(c) Lobbyist registration, law book distribution, appropriations, calendar preparation, audit reports.

(d) Bill index. Nebraska: daily journal; Virginia: attorney general opinions.

(e) Expenditure analysis and tracking, expense forecasting and comparison to appropriations.

(f) Photo composition.

(g) In use for attorney general.

(h) Camera-ready copy from high-speed printing.

(i) Higher education/community college budget requests.

(j) Appropriations (experimental).

(k) Payroll only.

(l) Data files include bill index, photo composition, bill registry, act name file, statute chronology, session history publication, session laws, house and senate journals, legislative rules, publications of the Montana Code Annotated.

(m) Status of bill in committee.

(n) Inventory control.

(o) Bill registry—tracking method for bills being drafted.

(p) Act name file (word searching), statute chronology and session history publications, senate congratulatory resolutions.

(q) Present election results and survey tabulations.

(r) Data files include federal and state constitutions, attorney general opinions, supreme court reports, and administrative rules.

(s) Text processing for interim committee agencies.

(t) Public opinion questionnaire analysis.

Table 34
REGISTRATION OF LOBBYISTS

State	Lobbyist registers with	Activity reports: Filed with	Activity reports: Frequency	Activity reports: Expenditures reported	Penalties for noncompliance
Alabama	Ethics Commission	Ethics Commission	Monthly (a, b)	★	Fine of not more than $10,000 or more than 10 years imprisonment, or both.
Alaska	Public Offices Commission	Public Offices Commission	Monthly (c)	★	Fine of not more than $1,000 or more than 1 year imprisonment, or both; civil penalty of $10 per day.
Arizona	Secretary of State	Secretary of State	Annually (d, e)	★	Prosecuted as a misdemeanor.
Arkansas	Clerk of House, Secy. of Senate	. . .	. . .	. . .	None specified.
California	Secretary of State	Secretary of State	Monthly (d)	★	Prosecuted as a misdemeanor, subject to civil fines and 4-year prohibition from public office following conviction.
Colorado	Secretary of State	Secretary of State	Monthly (f)	★	Fine of not more than $5,000 or 1 year imprisonment, or both; registration may be revoked.
Connecticut	Ethics Commission	Ethics Commission	Quarterly	★	Fine of not more than $1,000 or more than 1 year imprisonment, or both.
Delaware	Legislative Council	Legislative Council	Quarterly	★	Prosecuted as a Class C misdemeanor.
Florida	Clerk of House, Secy. of Senate	Clerk of House, Secy. of Sen.	Monthly(g); Semi-annually	★	Reprimand, censure, or prohibit from lobbying (h).
Georgia	Secretary of State	. . .	. . .	. . .	Prosecuted as a misdemeanor.
Hawaii	Clerk of either house	Ethics Commission	Biannually	★	Prosecuted as a misdemeanor.
Idaho	Secretary of State	Secretary of State	Quarterly (c)	★	Prosecuted as a misdemeanor subject to civil fines and possible per diem penalty.
Illinois	Secretary of State	Secretary of State	Jan., April & July (during session)(n)	★	Prosecuted as a Class 3 felony.
Indiana	Secretary of State	Secretary of State	Following session	★	Prosecuted as a felony.
Iowa	Clerk of House, Secy. of Senate	Clerk of House, Secy. of Sen.	Monthly	★	House: suspension from lobbying. Senate: cancellation of registration.
Kansas	Secretary of State	Secretary of State	Jan.-April (i)	★	Prosecuted as a Class B misdemeanor.
Kentucky	Attorney General	Attorney General	Following session	★	Fine up to $5,000 or up to 5 years imprisonment, or both.
Louisiana	Clerk of House, Secy. of State	. . .	. . .	. . .	. . .
Maine	Secretary of State	Secretary of State	Monthly following session & annually	★	Fine of not more than $1,000 nor more than 11 months imprisonment, or both.
Maryland	Ethics Commission	Ethics Commission	Semiannually	★	Prosecuted as a misdemeanor.
Massachusetts	Secretary of State	Secretary of State	Semiannually	★	Fine of not less than $100 or more than $5,000.
Michigan	Secretary of State	Secretary of State (j)	. . .	. . .	Prosecuted as a felony.
Minnesota	Ethical Practices Board	Ethical Practices Board	Four times yearly	★	Fine of $5 per business day to maximum of $100 and prosecuted as a misdemeanor.
Mississippi	Secretary of State	Secretary of State	Following session	★	Fine of not more than $1,000 or 6 months in county jail for first offense, or both.
Missouri	Clerk of House, Secy. of Senate	Clerk of House, Secy. of Sen.	Three times/session	★	Prosecuted as a misdemeanor.
Montana	Secretary of State	. . .	. . .	. . .	Prosecuted as a misdemeanor.
Nebraska	Clerk of Legislature	Clerk of Legislature	Monthly	★	Prosecuted as a misdemeanor.
Nevada	Legis. Counsel Bureau	Legis. Council Bureau	Monthly	★	Prosecuted as a misdemeanor; failure to file final report is a felony.
New Hampshire	Secretary of State	Secretary of State	Following session	★	Prosecuted as a misdemeanor.
New Jersey	Attorney General	Attorney General	Quarterly	★	Prosecuted as a misdemeanor.

New Mexico	Secretary of State	Secretary of State	(k)	★	Prosecuted as a misdemeanor; revocation of registration and prohibited from lobbying.
New York	N.Y. Temporary State Commission on Regulation of Lobbying	N.Y. Temporary State Commission on Regulation of Lobbying	Following session	★	Prosecuted as a misdemeanor.
North Carolina	Secretary of State	Secretary of State	Annually	★	Prosecuted as a misdemeanor.
North Dakota	Secretary of State	Secretary of State	Annually	★	Prosecuted as a Class B misdemeanor.
Ohio	Senate Clerk	Senate Clerk	Jan. & July	★	Prosecuted as a first or fourth degree misdemeanor.
Oklahoma	Joint Legis. Ethics Cmte.	Joint Legis. Ethics Cmte.	Annually	★	Prosecuted as a misdemeanor.
Oregon	Ethics Commission	Ethics Commission	Quarterly	★	Civil penalty for individuals not to exceed $250; for other than individual, not to exceed $1,000.
Pennsylvania	Clerk of House, Secy. of Senate	Clerk of House, Secy. of Sen.	Biannually	★	Prosecuted as a third degree misdemeanor.
Rhode Island	Secretary of State	Secretary of State	Three times/session	★	Fine of not less than $100 or more than $1,000.
South Carolina	Secretary of State	Secretary of State	Annually	★	Prosecuted as a misdemeanor.
South Dakota	Secretary of State	Secretary of State	Annually (l)	★	Fine of not more than $1,000 or 1 year imprisonment, or both.
Tennessee	State Library & Archives	State Library & Archives	Following session	★	Prosecuted as a misdemeanor.
Texas	Secretary of State	Secretary of State	Monthly (d)	★	Prosecuted as a Class A misdemeanor and subject to additional fine; prosecuted as third-degree felony if compensation contingent upon passage, defeat, approval, or veto of a bill.
Utah	Secretary of State	. . .	. . .	. . .	Prosecuted as a Class C misdemeanor.
Vermont	Secretary of State	Secretary of State	Annually (m)	★	Fine of not less than $100 or more than $500.
Virginia	Secretary of Commonwealth	Secretary of Commonwealth	Following session	★	Penalty of $50/day for late filing for lobbyist and employer individually.
Washington	Public Disclosure Commission	Public Disclosure Commission	Monthly	★	Prosecuted as a civil offense. Fine of not more than $10,000. Registration can be revoked.
West Virginia	Clerk of House, Clerk of Senate	Clerk of House, Clerk of Sen.	Following session	★	None specified.
Wisconsin	Secretary of State	Secretary of State	Semiannually	★	Fine of not more than $5,000 depending on offense.
Wyoming	Director, Legislative Service Office	. . .	. . .	. . .	Prosecuted as a misdemeanor. Subject to fine of not more than $200.

(a) Established by secretary of state.
(b) During session.
(c) In months when lobbying occurs.
(d) During session; quarterly during interim.
(e) Supplemental reports shall be filed monthly, on or before the tenth day of the following month, to list any expenditures in excess of $25 occurring during the month and which must be reported pursuant to this section.
(f) Plus cumulative statement yearly.
(g) For senate only.
(h) For house only.
(i) Quarterly basis thereafter; only when required expenses are made.
(j) Name and address of person retaining records (lobbyist, his employer, or agent).
(k) Upon filing of registration statement and prior to the sixtieth day after the end of any regular or special session.
(l) Following year of registration.
(m) And after 2 months of session.
(n) And within 20 days after special session.

Table 35
LOBBYISTS AS DEFINED IN STATE STATUTES

State	Anyone receiving compensation to influence legislative action	Anyone spending money to influence legislation	Anyone representing someone else's interest	Anyone attempting to influence legislation	Any executive branch employee attempting to influence legislation	Public officials acting in an official capacity	Persons who speak only before committees or boards	Any person with professional knowledge acting as a professional witness	Religious organizations	Members of the media	Attorneys representing clients on legal matters	Professional bill drafters	Others*
Alabama	★	...	...	...	...	●	●	●	●	...	...	●	...
Alaska	★	...	...	...	...	●	●	...	...	●	...	...	...
Arizona	★	★	...	...	★	●	...	...	...	...	●	●	...
Arkansas	★	...	★	...	...	...	...	...	...	...	...	...	...
California	★	...	...	...	★	●	...	...	●	●	...	...	...
Colorado	★	...	...	...	...	●	●	...	...	...	●	...	A●,B●
Connecticut	★	...	...	...	...	●	...	...	...	●	...	...	C●
Delaware	★	★	...	...	...	●	●	●	●	...	...	●	...
Florida	...	...	...	★	...	...	●	...	...	...	...	...	...
Georgia	★	...	★	★(c)	...	●	●	●	...	...	★	...	...
Hawaii	★	...	...	...	★	●	...	●	...	●	...	●	...
Idaho	★	...	...	...	...	●	●	...	●	●	...	...	...
Illinois	★	...	★	...	...	●	●	●	●	●	...	●	...
Indiana	★	...	...	...	●	●	...	...	...	...	...	...	E●
Iowa	★	★	★	★(a)	...	●	...	●(a)	...	●	...	...	E●
Kansas	★	★	★	...	...	●	...	...	...	...	...	...	F●
Kentucky	...	...	...	★(c)	...	...	...	...	...	...	...	...	C●
Louisiana	★	...	...	...	...	●	●	...	...	●	...	...	...
Maine	★	...	...	...	...	●	●	●	...	...	...	...	...
Maryland	★	★	...	...	...	●	●	●	●	●	●	●	G★,C●,H●,I●
Massachusetts	★	...	...	...	...	●	...	...	...	...	...	...	...
Michigan	...	...	...	...	...	...	...	...	...	...	...	...	...
Minnesota	★	★(b)	...	...	...	●	...	...	...	●	...	...	H●
Mississippi	★	...	...	...	...	●	...	●	...	●	...	●	...
Missouri	★	...	...	...	...	...	...	...	...	...	...	...	...
Montana	★	...	...	...	...	...	●	...	...	...	...	...	...
Nebraska	...	...	★	...	...	●	●	...	...	●	...	...	...
Nevada	★	...	★	...	...	●	●	●	...	●	...	...	...
New Hampshire	★	...	...	...	...	...	...	...	...	...	...	...	...
New Jersey	★	...	...	...	...	●	...	...	●	...	...	...	E●
New Mexico	★	...	...	...	...	●	...	...	...	...	...	●	...
New York	★	...	...	...	...	●	...	...	...	...	...	...	...
North Carolina	★	...	...	...	...	●	...	●	...	●	...	●	...
North Dakota	★	...	★	...	...	●	...	...	...	...	...	...	...
Ohio	★	★	★	★(c)	★	★	●	●	★	●	★	●	E★,J★
Oklahoma	★(a)	...	★	...	...	●	...	...	...	...	...	...	...
Oregon	★	★	...	...	★	...	●	...	...	●	...	...	B●,K●
Pennsylvania	★	★	★	★(c)	...	●	●	...	...	...	...	...	...
Rhode Island	★	★	...	★	...	●	...	...	...	...	...	...	...
South Carolina	...	...	...	...	...	●	●	●	●	●	...	●	L★,M●
South Dakota	...	...	★	★(c)	★	●	...	...	●	...	...	...	...
Tennessee	...	★	...	...	★	●	...	...	●	●	●	...	...
Texas	★	★	...	...	...	●	●	...	...	●	...	...	...
Utah	★	★	...	...	★	●	●	...	●	●	●	...	E●
Vermont	★	...	...	...	...	●	●	...	...	●	...	...	...
Virginia	...	...	★	...	...	●	●	...	...	...	...	...	D●
Washington	...	...	...	★	...	...	●	...	...	●	...	...	C●
West Virginia	★	...	★	...	...	...	...	...	...	●	...	...	E●
Wisconsin	★	...	...	...	...	●	●	...	...	●	...	...	...
Wyoming	★	...	...	...	...	●	...	...	...	...	...	...	...

Key:
★—Definitions of who is a lobbyist.
●—Exceptions to who is a lobbyist.
*Abbreviations used in last column:
A—Communications made by a person in response to a statute, rule, regulation or order requiring such communication.
B—In Colorado, any legislative department employee performing department duties; in Oregon, any legislative official acting in an official capacity.
C—Any lobbyist not compensated and not making expenditures.
D—Any individual who expends or directs expenditure of less than $100.
E—Political parties.
F—Nonprofit interstate organizations.
G—Anyone spending money to influence executive action.
H—Any paid expert witness whose testimony is requested.
I—Members of associations engaged exclusively in lobbying for counties & local governments.
J—Charitable organizations.
K—Persons who do not spend more than 16 hours and $50 on lobbying in any calendar quarter.
L—Anyone employed, appointed or retained, with or without compensation, to influence an act or vote concerning any bill, resolution, amendment, report, claim, act or veto pending or to be introduced.
M—Anyone expressing a personal opinion to members of the legislature.
(a) For senate only.
(b) More than $250 or 5 hours in any month.
(c) Affecting private pecuniary interests.

Section III
THE JUDICIARY

THE STATE OF THE JUDICIARY

By Jag C. Uppal*

THE PAST 25 years have seen many changes in the state courts—changes designed to reform courts and improve their service abilities. Innovative policies and programs have involved practically every court-related activity. Solutions to court problems were systematically sought by judges, lawyers, and other concerned people. Concerted efforts, with support and cooperation of national, state, regional, and local agencies, as well as the executive and legislative branches, brought about changes in courts and their operations.

Review of Recent Developments

Developments in state court systems included unifying and simplifying court structures, merit selection of judges and discipline procedures, speedy trial provisions especially for criminal cases, implementation of new administrative and technological measures for expediting processing of cases, public participation to make courts more accountable, education and training of judges and other court personnel, and experimentation with videotaping and televising of trials. These developments have had a tremendous impact, especially when one considers that while the population of the United States from 1955 to 1979 increased about 36 percent, the number of cases filed and disposed of increased about 1,000 percent.[1] Comparative data regarding the number of employees and expenditures of the judiciary between 1955 and 1979 is not available. However, between 1971 and 1975, the total number of employees in judicial systems increased 29 percent, from 117,554 to 151,534. Over the same period, the total expenditures in courts increased 52 percent. These figures do not provide conclusive evidence, but it would be safe to conclude that state courts, which handle over 96 percent of the cases filed in this country,[2] have made remarkable progress.

The quality of justice, as well as the expeditious handling of an increased case load, has improved in state courts, in part because of the greater recognition of the independence of state judiciaries in the exercise of their duties. State courts are concerned with discharging their constitutional role of settling legal issues without the necessity of dependence on other branches of federal or state government. To meet the new challenges facing the courts and to alleviate practical and policy problems with both block and discretionary grants because of "the need for judicial competition with executive branch agencies in the LEAA program," state judicial leaders have proposed to Congress the establishment of a

---

*Dr. Uppal is Director, Secretariat Services, the National Center for State Courts.

State Justice Institute.[3] Such an agency, a majority of whose members would represent state courts, would direct federal funds to aid state and local governments in strengthening and improving their judicial systems.

The focus during recent years has been primarily on organizational and administrative concerns. This was necessary to enable the courts to process cases in an efficient, expeditious, and fair manner. Although the coming years should see new issues arise, the problem of judicial administration will still continue.

Access to Justice

The focus of the state judiciary, at least in the 1980s, will be to improve access to justice. Judges and lawyers have always been concerned about the quality and speed of justice dispensed in the courts. The new scope of judicial responsibility caused by such factors as industrialization, integration, growth of environmental issues, deficiencies in welfare systems, and demography will increase the workload on the judiciary. While there is still controversy on whether the courts should expand their involvement in social policy and whether the formal adjudicative process is desirable for handling all types of disputes, the courts still have the responsibility to resolve conflicts brought before them and to make the justice system more accessible and affordable to all classes of litigants and for a broader range of disputes.

Recent literature traces the emergence and development, both nationally and internationally, of new and comprehensive approaches to access problems in contemporary societies. The "access to justice," according to Cappelletti and Garth, means that the system must be equally accessible to all and it must lead to results that are individually and socially just.[4] Effective and enhanced access to justice has a number of barriers which most, if not all, civil plaintiffs or civil or criminal defendants encounter. It is noteworthy that approximately 10 million new civil cases[5] and millions of criminal complaints are initiated each year in the courts in this country. In addition, millions of disputants cannot turn to the courts because of the expensiveness of the process.[6] Given the magnitude of conflicts being brought and not brought before the courts, access problems adversely affect the quality of justice and individual rights.

Barriers to Justice

A recent report presented at the Second Conference on the Judiciary, sponsored by the National Center for State Courts, identified at least six barriers to effective access to justice: economic, knowledge, language, geographic, psychological, and procedural.[7]

Economic Barrier

Costs to the litigants for formal dispute resolution, including attorney's fees and some court costs, can be enormous even though the government pays the salaries of the judges and other court personnel and provides buildings and other facilities necessary to try cases. High legal expenses can be particularly deterring to low-income people and those with fixed incomes, such as the elderly. While the decisions of the U.S. Supreme Court in *Gideon*[8] and *Argensinger*[9] provide government assistance under public defender programs, the quality and comprehensiveness of criminal representation remain very uneven. Presently, the United States is the only western democracy without a legislative or constitutional guarantee of counsel for indigent civil litigants. The National Center report suggests "sometime before the year 2000, it is entirely possible the courts also will declare a constitutional right to counsel in civil cases."[10]

Knowledge Barrier

This is simply the lay citizen's ignorance of the law and legal institutions. It is expected that the judiciary will take an even greater part in educating the public about the functioning and role of the courts. Presently, public education programs encompass publication of annual reports and information books, state of the judiciary messages, and establishment of information offices in the courts. For example, annual reports outlining programs of the courts and their accomplishments are published in all the states and jurisdictions, and "state of the judiciary" messages are presented to state legislatures or bar associations and judicial groups by the chief justices of 33 states, the District of Columbia, and Puerto Rico.

A number of state courts are currently involved or are considering undertaking public opinion surveys. The purpose of these surveys is to determine what the citizens expect of their court systems. These states include Alabama, Arizona, Colorado, Kentucky, Maryland, Nebraska, Rhode Island, Utah, Washington, the District of Columbia, and Puerto Rico.

Language Barrier

This has always existed to some extent for non-English-speaking minorities and new immigrant populations, especially those from Mexico, Puerto Rico, Vietnam, and Korea. Language problems are particularly acute in certain court districts and areas, such as in parts of Arizona, California, Colorado, Florida, New York, and Texas, where non-English-speaking people tend to concentrate.

Geographic Barrier

This consists of a range of problems. In part, it includes the issue of court location and it physical remoteness for many citizens, especially in rural areas. The very nature of mobility in this country accentuates the problems of access to justice: for example, the necessity to call upon someone residing in another state for hearing before a court, or when testimony of witnesses from another state is required. Technology, such as the use of videotaping, may alleviate some of the problems.

Psychological Barrier

Minorities as well as the uneducated of any ethnic group are affected most by this barrier. In some instances alienated, in others merely fearful, they are reluctant to enter the unfamiliar, imposing, complicated environment of the courts. In addition, remoteness and majesty of the judge and the legal language contribute to the psychological barrier. Such problems are exacerbated for minority ethnic groups because, for the most part, judges and other court personnel are white.

Minorities and their environment have been receiving increasing attention during the last few years. Since minority groups make up over one fifth of the national population and their rate of growth is higher than the national average,[11] the language and psychological barriers are significant. The legal community generally, and the courts specifically, are paying greater attention to the recruitment of minorities into the bar and the judiciary. Other affirmative steps would be needed, however, to remove the problems discussed above.

Procedural Barriers

For the most part, these barriers have been "constructed by the courts themselves as a defense mechanism against the hordes of litigants and lawyers that presumably otherwise would inundate the judiciary."[12] The courts, for example, have limitations on aggregated claims or class actions. Other procedural barriers can bar or discourage filing of certain types of cases based, for instance, on jurisdictional reasons.

Implications of Improved Access

The implications of improved access to the justice system are many, although the full dimensions are not entirely predictable. Case loads presumably will rise. As a result, the courts will be under pressure to devise more effective screening devices for meritorious cases. Conversely, measures will have to be designed to curb wasteful litigation, such as prompt disciplining of lawyers responsible for filing frivolous claims and financial penalties levied against litigants who bring such cases.

Innovative management and administrative techniques will need to be utilized to improve the operations of the courts and to simplify processing of cases. The California courts, for example, are already experimenting with abbreviated proceedings in civil cases under $25,000. Pilot programs have been under way to streamline procedures for pleadings, motions, discovery, and trial. The goal is a short and inexpensive process that will require less lawyer and judicial time.

The results of current considerations being given to establishing alternative dispute resolution methods and the success or failure of such programs have important implications for the courts. The National Conference on Causes of Popular Dissatisfaction with the Administration of Justice (Pound Revisited Conference) convened in St. Paul, Minnesota, in 1976 to consider some of the major causes for dissatisfaction with the justice system. This conference, under the joint sponsorship of the Judicial Conference of the United States, the Conference of Chief Justices, and the American Bar Association, was designed to address issues for long-range judicial planning.

Proposals for Alternative Dispute Resolution Methods

Participants at the Pound Revisited Conference reiterated the general belief that court backlog and delay are major barriers to fair and speedy justice, or at least to the appearance of providing justice. Chief Justice Warren E. Burger urged the conference to look ahead to the time when there will be 260 million Americans with social, economic, and political forces that would generate incalculable problems and conflicts to be resolved.[13]

The conference follow-up task force recommended major changes in the justice system's dispute-resolving capabilities, including neighborhood justice centers, more small claims courts, and use of arbitration and administrative panels. Several other interest groups, including the American Arbitration Association, have been involved in developing and implementing dispute resolution programs since the early 1970s.[14] The Conference of Chief Justices stated that "such federally financed programs recognize the constitutional responsibilities of the judicial branch of state government in the resolution of citizen disputes and that federally financed programs at the national, state and local levels be conducted in keeping with the doctrines of separation of powers and state sovereignty."[15]

States have begun to adopt various approaches and experiments to deal with the problems discussed previously, and to provide improved methods of resolving civil and criminal disputes. For example, Chief Judge Lawrence H. Cooke, Court of Appeals of New York (the state's highest appellate court), recently stated that he would expand the use of arbitration because "the length of time required to reach cases is, in some instances, nothing less than shocking." He noted that in some places in New York, it takes four years before a civil case is heard.[16]

Alternative dispute resolution mechanisms, annexed to or outside the formal adjudicatory process, already exist in at least eight states—California, Florida, Georgia, Massachusetts, Missouri, New Jersey, New York, and Ohio. There are also numerous other programs on alternative methods relating to arbitration, mediation, negotiation, neighborhood justice centers, citizen dispute settlement centers, etc.

Conclusion

In response to the condition of overcrowded dockets, excessive delays, costly relief, and increasingly complex litigation, judicial leaders, court planners, academicians, and researchers have begun to reexamine the civil and criminal case processing systems in a search for new and more effective means to direct potential cases either into court subsystems or outside the normal adjudicative process. The pace of developments to bring the court closer to the community and its needs is likely to accelerate.

State judicial systems have also begun to pay attention to other important areas not previously mentioned—discipline of lawyers and judges, continuing education, training of legal and support personnel, and increasing involvement of people from other disciplines, including researchers. Increased academic attention to judicial management concerns will further help those administering courts to utilize modern methods.

Need for professional competence, as a part of the effort to improve the quality of justice, has led many state supreme courts to institute mandatory continuing legal education programs. Under such educational programs, lawyers are required to take a certain number of hours of courses. Presently, continuing legal education programs have been established in eight states—Colorado, Idaho, Iowa, Minnesota (first to create such a program), North Dakota, Washington, Wisconsin, and Wyoming. Other states, such as Alabama and Pennsylvania, are considering setting up continuing education programs.

The quality of criminal and civil justice depends, to a great extent, on the quality of judicial performance. Justice Alan Handler of the New Jersey Supreme Court states that it is indispensable to the proper discharge of a judge's responsibility that a minimum acceptable level of competence, skill, and knowledge be demonstrated.[17] The Committee on Judicial Evaluation and Performance of the New Jersey Supreme Court, chaired by Justice Handler, recommended an experimental program to evaluate trial judges in that state. The American Bar Association is considering a project to produce standards for the evaluation of judicial performance.

To restore the public's confidence in their courts as well as to enhance the integrity of the judicial process, state courts have assumed a particularly active role. Judicial conduct organizations, which involve lay people, have been established in 49 states, the District of Columbia, and Puerto Rico. While New York was the pioneer in establishing in 1948 a Court on the Judiciary to hear cases of judicial misconduct, it seldom convened. California established its conduct commission in 1960. The development of these bodies is an outstanding example of state judiciaries responding to a general need.

The objectives of judicial reforms and improvements are to avoid delay, speed the resolution of disputes, reduce costs, and increase professionalism, thereby encouraging and enhancing access to justice. The 1980s will see giant steps in these directions.

Footnotes

1. Author's conclusion based on the data in National Center for State Courts, *State Court Caseload Statistics: The State of the Art* (Washington, D.C.: U.S. Department of Justice, 1978), Chapter IV.

2. Joint Committee of the Conference of Chief Justices and Conference of State Court Administrators, *Report of the Task Force on a State Court Improvement Act* (Williamsburg, Va.: National Center for State Courts, 1979), p. 5.

3. Ibid., pp. 27-36.

4. See Mauro Cappelletti and Bryant Garth, *Access to Justice*, Dott A. Ginffre, ed. (Milan, Italy: 1978). The four volumes produced under the Florence Access-to-Justice Project discuss in great detail the basic issues, approaches, and trends from different national and international perspectives. These studies represent an excellent, in-depth, and systematic analysis of justice-related problems.

5. E. Johnson, et al., *Outside the Courts: A Survey of Diversion Alternatives in Civil Cases* (Williamsburg, Va.: National Center for State Courts, 1977), p. 1. Their estimate is based upon extrapolation from data on California civil litigation rates to nationwide rates.

6. Cappelletti and Garth, *Access to Justice*, vol. 1, p. 915.

7. Report of the Task Force on Courts and the Community, *State Courts: A Blueprint for the Future*. Proceedings of the Second National Conference on the Judiciary, March 19-22, 1978 (Williamsburg, Va.: National Center for State Courts, August 1978), p. 109.

8. 372 U.S. 335 (1963).

9. 407 U.S. 25 (1972).

10. Task Force on Courts and the Community, *State Courts*, pp. 109-10.

11. Ibid., p. 275.

12. Ibid., p. 113.

13. Warren E. Burger, "Agenda for 2000 A.D.: The Need for Systematic Anticipation." Address delivered at the National Conference on the Causes of Population Dissatisfaction with the Administration of Justice, St. Paul, Minnesota, 1976.

14. For an interim evaluation, see *Neighborhood Justice Centers: Field Test*. Report prepared by David I. Sheppard, et al. for the Law Enforcement Assistance Administration, U.S. Department of Justice, February 1979. See also, "The Citizen Dispute Settlement Process in Florida," a report of the Dispute Resolution Alternatives Committee of the Supreme Court of Florida, Office of the State Court Administrator, Tallahassee, Florida; and *Neighborhood Justice Centers: An Analysis of Potential Models*, National Institute of Law Enforcement and Criminal Justice, LEAA, October 1977.

15. Resolution adopted by the Conference of Chief Justices, Midyear Meeting, New Orleans, Louisiana, February 10, 1978.

16. Excerpts from the address by Chief Judge Lawrence H. Cooke, "From the State Capitols," 1979, p. 3.

17. Alan B. Handler, "A New Approach to Judicial Evaluation to Achieve Better Judicial Performance," *State Court Journal*, vol. 3, no. 3 (1979), p. 8.

STATE COURTS OF LAST RESORT

State or other jurisdiction	Name of court	Justices chosen*		Chief justice†	
		At large	By district	Method of selection	Term
Alabama	S.C.	★	...	Popular election	6 years
Alaska	S.C.	★(a)	...	By court	3 years (b)
Arizona	S.C.	★	...	By court	5 years
Arkansas	S.C.	★	...	Popular election	8 years
California	S.C.	★(a)	...	First apptd. by gov., then subject to approval by popular election	12 years
Colorado	S.C.	★(a)	...	By court	Pleasure of court
Connecticut	S.C.	★(c)	...	Nominated by gov.; apptd. by legislature	8 years
Delaware	S.C.	★(d)	...	Apptd. by gov., confirmed by senate	12 years
Florida	S.C.	...	★	By court	2 years
Georgia	S.C.	★	...	Appointed by court	Remainder of term as justice
Hawaii	S.C.	★(e)	...	Apptd. by gov., with consent of senate	10 years
Idaho	S.C.	★	...	By court	Pleasure of court
Illinois	S.C.	...	★	By court	3 years
Indiana	S.C.	★	...	Judicial Nominating Commission	5 years
Iowa	S.C.	★(a)	...	By court	Remainder of term as justice
Kansas	S.C.	★(a)	...	Seniority of service	Remainder of term as justice
Kentucky	S.C.	...	★	By court	4 years
Louisiana	S.C.	...	★	Seniority of service	Remainder of term as justice
Maine	S.J.C.	★(d)	...	Apptd. by gov., with consent of senate	7 years
Maryland	C.A.	...	★(a)	By governor	Remainder of term as judge
Massachusetts	S.J.C.	★(d)	★	Apptd. by gov., with consent of exec. council	To age 70
Michigan	S.C.	★	...	By court	2 years
Minnesota	S.C.	★	...	Popular election	6 years
Mississippi	S.C.	...	★	Seniority of service	Remainder of term as justice
Missouri	S.C.	★(a)	...	By court rotation	2 years
Montana	S.C.	★	...	Popular election	8 years
Nebraska	S.C.	...	★(a)	By governor	6 years
Nevada	S.C.	★	...	Justice whose commission is oldest—rotation	2 years
New Hampshire	S.C.	★(d)	...	Apptd. by gov. and council	To age 70
New Jersey	S.C.	★(d)	...	Apptd. by gov., with consent of senate	7 years., reapptd. to age 70
New Mexico	S.C.	★	...	Popular election	2 years
New York	C.A.	★(d)	...	Apptd. by gov., with consent of senate	14 years (f)
North Carolina	S.C.	★	...	Popular election	8 years
North Dakota	S.C.	★	...	By supreme & district court judges sitting together	5 years or until expiration of term as justice, whichever is first
Ohio	S.C.	★	...	Popular election	6 years
Oklahoma	S.C.	...	★(a)	By court	2 years
	C.C.A.	...	★(a)	By court	2 years
Oregon	S.C.	★	...	By court	6 years
Pennsylvania	S.C.	★	...	Seniority of service	Remainder of term as justice
Rhode Island	S.C.	★(g)	...	By legislature	Life
South Carolina	S.C.	★(g)	...	By legislature	10 years
South Dakota	S.C.	...	★	By court	4 years
Tennessee	S.C.	★(h)	...	By court	Pleasure of court
Texas	S.C.	★	...	Popular election	6 years
	C.C.A.	★	...	Popular election	6 years
Utah	S.C.	★(a)	...	Justice with shortest time to serve on a regularly elected term	Remainder of term as justice
Vermont	S.C.	★(d)	...	By governor, with consent of senate	6 years
Virginia	S.C.	★(g)	...	Seniority of service	Remainder of term as justice
Washington	S.C.	★	...	Judge with shortest time to serve(i)	2 years
West Virginia	S.C.A.	★	...	By court	Pleasure of court
Wisconsin	S.C.	★	...	Seniority of service	Remainder of term as justice
Wyoming	S.C.	★(j)	...	By court	2 years
Dist. of Col.	C.A.	★	...	By Judicial Nomination Commission	4 years
American Samoa	H.C.	★(k)	...	By U.S. Secretary of the Interior	Life
Puerto Rico	S.C.	★(d)	...	Apptd. by gov., with consent of senate	To age 70

Symbols:
S.C.—Supreme Court
S.J.C.—Supreme Judicial Court
C.A.—Court of Appeals
C.C.A—Court of Criminal Appeals
S.C.A.—Supreme Court of Appeals
H.C.—High Court

*See table on Final Selection of Judges for details.

†Title is Chief Justice, except Chief Judge in Maryland and New York and Presiding Judge in Oklahoma and Texas (Court of Criminal Appeals), and South Dakota.

(a) Justices originally appointed by governor (in Maryland, with consent of the senate), subsequently stand for retention on their records.

(b) A justice may serve more than 1 term as chief justice but may not serve consecutive terms in that office.

(c) Justices nominated by governor, appointed by legislature.

(d) Justices appointed by governor, with consent of senate. In Massachusetts, New Hampshire, and New York, with consent of council.

(e) Appointed by governor with consent of senate after nomination on a list of at least 6 names by Judicial Selection Committee.

(f) Or until age 70, whichever occurs first.

(g) Justices elected by legislature.

(h) Justices chosen at large (each voter may vote for 5), but not more than 2 may reside in any 1 of the 3 geographical regions of the state.

(i) Senior judge next up for election who has not yet served as chief justice. Must have served a full term to be eligible for chief justice.

(j) Justices appointed by governor from a list of 3 submitted by Nominating Committee.

(k) Appointed by U.S. Secretary of the Interior.

NUMBER OF JUDGES AND TERMS FOR APPELLATE COURTS AND MAJOR TRIAL COURTS

	Appellate courts								
State or other jurisdiction	*Court of last resort*	*No. of judges*	*Term (in years)*	*Intermediate appellate court*	*No. of judges*	*Term (in years)*	*Major trial courts*	*No. of judges*	*Term (in years)*
Alabama	Supreme Court	9	6	Court of Criminal Appeals	5	6	Circuit courts	112	6
				Court of Civil Appeals	3	6			
Alaska	Supreme Court	5	10	...	...	...	Superior courts	21	6
Arizona	Supreme Court	5	6	Court of Appeals	12	6	Superior courts	78	4
Arkansas	Supreme Court	7	8	Court of Appeals	6	8	Chancery & probate courts	33	6
							Circuit courts	30	4
California	Supreme Court	7	12	Courts of Appeal	56	12	Superior courts	561	6
Colorado	Supreme Court	7	10	Court of Appeals	10	8	District Court	106	6
Connecticut	Supreme Court	6(a)	8	...	...	...	Superior Court	113(a)	8
Delaware	Supreme Court	5	12	...	...	...	Court of Chancery	3	12
							Superior Court	11	12
Florida	Supreme Court	7	6	District courts of appeal	39	6	Circuit courts	302	6
Georgia	Supreme Court	7	6	Court of Appeals	9	6	Superior courts	104	4-8
Hawaii	Supreme Court	5	10	...	...	...	Circuit courts	18	10
Idaho	Supreme Court	5	6	...	...	...	District courts	29	4
Illinois	Supreme Court	7	10	Appellate Court	34(b)	10	Circuit courts	650(c)	6(c)
Indiana	Supreme Court	5	10	Court of Appeals	12	10	Circuit courts	88	6
							Superior courts	90	6
							County courts	64	4
Iowa	Supreme Court	9	8	Court of Appeals	5	6	District Court	299(d)	6(d)
Kansas	Supreme Court	7	6	Court of Appeals	7	4	District courts	211(e)	4
Kentucky	Supreme Court	7	8	Court of Appeals	14	8	Circuit courts	87	8
Louisiana	Supreme Court	7	10	Courts of appeals	32	10	District courts	163	6
Maine	Supreme Judicial Court	7	7	...	...	...	Superior Court	14	7
Maryland	Court of Appeals	7	10	Court of Special Appeals	13	10	Circuit courts of counties	74	15
							Courts of Supreme Bench of Baltimore City	23	15
Massachusetts	Supreme Judicial Court	7	To age 70	Appeals Court	10	To age 70	Trial Court	258	To age 70
Michigan	Supreme Court	7	8	Court of Appeals	18	6(f)	Circuit courts	147	6(f)
							Recorder's Court (Detroit)	23	6(f)
Minnesota	Supreme Court	9	6	...	...	...	District courts	72	6
Mississippi	Supreme Court	9	8	...	...	...	Chancery courts	38	4
							Circuit courts	35	4
Missouri	Supreme Court	7	12	Court of Appeals	31	12	Circuit courts	113	6
Montana	Supreme Court	5(g)	8	...	...	...	District courts	29(g)	6
Nebraska	Supreme Court	7	6	...	...	...	District courts	45	6
Nevada	Supreme Court	5	6	...	...	...	District courts	29(h)	6
New Hampshire	Supreme Court	5	To age 70	...	...	...	Superior Court	15	To age 70
New Jersey	Supreme Court	7	7(i)	Appellate division of Superior Court	22	7(h)	Superior Court	236	7(h)
New Mexico	Supreme Court	5	8	Court of Appeals	7	8	District courts	44	6
New York	Court of Appeals	7	14(j)	Appellate divisions of Supreme Court (k)	24(l)	5(m)	Supreme Court	263	14(j)
North Carolina	Supreme Court	7	8	Court of Appeals	12	8	Superior Court	66	8
North Dakota	Supreme Court	5	10	...	...	...	District courts	24	6
Ohio	Supreme Court	7	6	Courts of appeals	44	6	Courts of common pleas	321	6
Oklahoma	Supreme Court	9	6	Court of Appeals	6	6	District courts	194	4(n)
	Court of Criminal Appeals	3	6						
Oregon	Supreme Court	7	6	Court of Appeals	10	6	Circuit courts	77	6
Pennsylvania	Supreme Court	7	10	Superior Court	7	10	Courts of common pleas	285	10
				Commonwealth Court	9	10			
Rhode Island	Supreme Court	5	Life	...	...	...	Superior Court	17	Life
South Carolina	Supreme Court	5	10	Court of Appeals(o)	5	6	Circuit Court	31	6
South Dakota	Supreme Court	5	8	...	...	...	Circuit courts	36	8
Tennessee	Supreme Court	5	8	Court of Appeals	12	8	Chancery courts	28	8
				Court of Criminal Appeals	9	8	Circuit courts	58	8
							Criminal courts	26	8
							Law-equity courts	3	8
Texas	Supreme Court	9	6	Court of Civil Appeals	51	6	District courts	310	4
	Court of Criminal Appeals	9	6						
Utah	Supreme Court	5	10	...	...	...	District courts	24	6
Vermont	Supreme Court	5	6	...	...	...	Superior courts	8	6(p)
							District courts	12	6
Virginia	Supreme Court	7	12	...	...	...	Circuit courts	108	8
Washington	Supreme Court	9	6	Court of Appeals	16	6	Superior courts	111	4
West Virginia	Supreme Court of Appeals	5	12	...	...	...	Circuit courts	60	8
Wisconsin	Supreme Court	7	10	Court of Appeals	12	6	Circuit courts	191	6
Wyoming	Supreme Court	5	8	...	...	...	District courts	15	6
Dist. of Col.	Court of Appeals	9	15	...	...	...	Superior Court	44	15
American Samoa	High Court: Appellate	8(q)	(r)	...	...	...	High Court: Trial	8(q)	(r)
Guam	...	...	...	...	...	...	Superior Court	5	7
Puerto Rico	Supreme Court	8	To age 70	...	...	...	Superior Court	92	12

NUMBER OF JUDGES
(Footnotes)

(a) Does not include senior judges, i.e., judges between the ages of 65 and 70 who are eligible for assignment to judicial duties but who have retired from full-time service as a judge.

(b) Elective judgeships. Retired and sitting circuit judges are assigned full time to appellate court as needed.

(c) Composed of circuit and associate judges who have full jurisdiction of circuit court. Associate judges serve 4 years.

(d) A unified system with 92 district court judges who possess full jurisdiction of the court. An additional 13 district associate judges, 27 full-time judicial magistrates, and 161 part-time judicial magistrates have limited jurisdiction. District associate judges and full-time judicial magistrates serve 4 years; part-time magistrates, 2 years.

(e) 70 district judges, 67 associate district judges, and 74 district magistrate judges.

(f) Terms for new judgeships are for 10, 8, or 6 years; elected thereafter for 6-year terms.

(g) In January 1981, there will be 7 supreme court judges and 31 district court judges.

(h) Effective January 1980.

(i) With reappointment to age 70.

(j) To age 70; judges may be certificated thereafter as supreme court justices for 2-year terms up to age 76.

(k) The appellate divisions may establish appellate terms to hear appeals from local courts. County courts, although basically trial courts, may hear appeals from certain local courts.

(l) 24 justices permanently authorized; in addition, as of December 31, 1978, 20 justices and certificated retired justices had been temporarily assigned.

(m) Or until term as supreme court justice expires. Presiding justices of four appellate divisions are appointed for remainder of their terms as supreme court justices.

(n) Special district judges serve at pleasure of district judges by whom they are appointed.

(o) Subject to ruling on constitutionality.

(p) 6 years for superior judges; 4 years for assistant judges.

(q) Chief justice and associate justice sit in all divisions as well as court of last resort except in matai cases; trial court judges sit in all divisions of the High Court by designation of the chief justice.

(r) Appointed. See table on Final Selection of Judges for details.

COMPENSATION OF JUDGES OF APPELLATE COURTS AND MAJOR TRIAL COURTS*

State or other jurisdiction	Appellate courts				Major trial courts	Salary
	Court of last resort	Salary	Intermediate appellate court	Salary		
Alabama	Supreme Court	$39,500(a)	Court of Criminal Appeals	$38,000(b)	Circuit courts	$34,000(c)
			Court of Civil Appeals	38,000(b)		
Alaska	Supreme Court	52,992(d)	...	...	Superior courts	48,576(d)
Arizona	Supreme Court	47,500	Court of Appeals	45,500	Superior courts	43,500(e)
Arkansas	Supreme Court	38,545(a)	Court of Appeals	37,199	Chancery & probate courts	35,856
					Circuit courts	35,856
California	Supreme Court	69,386(a,f)	Courts of Appeal	65,050(f)	Superior courts	54,205(f,g)
Colorado	Supreme Court	45,600(a)	Court of Appeals	41,500	District Court	38,350
Connecticut	Supreme Court	42,400(a,b)	...	...	Superior Court	30,210-40,810
Delaware	Supreme Court	49,000(a)	...	...	Court of Chancery	46,000(b)
					Superior Court	46,000(b)
Florida	Supreme Court	51,921	District courts of appeal	49,287	Circuit courts	46,769
Georgia	Supreme Court	48,530	Court of Appeals	48,000	Superior courts	40,618(h)
Hawaii	Supreme Court	45,000(a)	...	...	Circuit courts	42,500
Idaho	Supreme Court	38,000	...	...	District courts	35,000
Illinois	Supreme Court	58,000	Appellate Court	53,000	Circuit courts	50,500(i)
Indiana	Supreme Court	42,000(j)	Court of Appeals	42,000(j)	Circuit courts	35,500-37,500(k)
					Superior courts	35,500-37,500(k)
					County courts	30,500(k)
Iowa	Supreme Court	49,000(a)	Court of Appeals	46,500	District courts	44,500(b,l)
Kansas	Supreme Court	38,500(a)	Court of Appeals	37,000(b)	District courts	34,750(m)
Kentucky	Supreme Court	39,000(a)	Court of Appeals	37,000(b)	Circuit courts	35,000
Louisiana	Supreme Court	56,200	Court of Appeals	53,500	District courts	48,100-50,800(n)
Maine	Supreme Judicial Court	34,240(a)	...	...	Superior Court	33,705
Maryland	Court of Appeals	50,700(a)	Court of Special Appeals	47,600(b)	Circuit courts of counties	45,500
					Courts of Supreme Bench of Baltimore City	45,500
Massachusetts	Supreme Judicial Court	50,000(a)	Appeals Court	45,000(b)	Trial Court	42,500(b)
Michigan	Supreme Court	60,500	Court of Appeals	55,500	Circuit courts	36,350-52,005(k)
					Recorder's Court (Detroit)	48,772
					District courts	27,765-46,275(k)
Minnesota	Supreme Court	52,000(a)	...	...	District courts	45,000
Mississippi	Supreme Court	46,000(a)	...	...	Chancery courts	41,000
					Circuit courts	41,000
Missouri	Supreme Court	50,000(a)	Court of Appeals	47,500	Circuit courts	45,000
Montana	Supreme Court	40,000(a)	...	...	District courts	39,000
Nebraska	Supreme Court	48,314	...	...	District courts	44,382(c)
Nevada	Supreme Court	47,250	...	...	District courts	43,000
New Hampshire	Supreme Court	43,590(b)	...	...	Superior Court	42,450(b)
New Jersey	Supreme Court	56,000(a)	Appellate division of Superior Court	53,000	Superior Court	40,000(o)
New Mexico	Supreme Court	38,165	Court of Appeals	36,456	District courts	35,317
New York	Court of Appeals	69,352(a)	Appellate divisions of Supreme Court	59,108(b)	Supreme Court	56,098
North Carolina	Supreme Court	49,356(a)	Court of Appeals	46,778(b)	Superior Court	41,484(j)
North Dakota	Supreme Court	41,700(a)	...	...	District courts	39,100(b)
Ohio	Supreme Court	51,000(a)	Court of Appeals	47,000	Courts of common pleas	33,000-43,500(p)
Oklahoma	Supreme Court	40,700	Court of Appeals	37,700	District Court	23,400-34,700(q)
	Court of Criminal Appeals	40,700				
Oregon (r)	Supreme Court	51,356	Court of Appeals	50,134	Circuit courts	46,586
Pennsylvania	Supreme Court	64,500(a)	Superior Court	62,500(b)	Courts of common pleas	55,000(s)
			Commonwealth Court	62,500(b)		
Rhode Island	Supreme Court	36,300(a,t)	...	...	Superior Court	34,100(b,t)
South Carolina	Supreme Court	52,088(a)	Court of Appeals	52,088	Circuit Court	52,088
South Dakota	Supreme Court	35,000(a)	...	...	Circuit courts	33,000(b)
Tennessee	Supreme Court	57,799(a,u)	Court of Appeals	52,982(b,u)	Chancery courts	48,166(u)
			Court of Criminal Appeals	52,982(b,u)	Circuit courts	48,166(u)
					Criminal courts	48,166(u)
					Law-equity courts	48,166(u)
Texas	Supreme Court	56,700(a)	Court of Civil Appeals	47,700(b,v)	District courts	34,500(w)
	Court of Criminal Appeals	56,700(a)				
Utah	Supreme Court	38,000	...	...	District courts	36,000(b)
Vermont	Supreme Court	38,500(a)	...	...	Superior courts	33,540
					District courts	32,430
Virginia	Supreme Court	50,000(a,j)	...	...	Circuit courts	44,500
Washington	Supreme Court	51,500	Court of Appeals	48,000	Superior courts	44,700
West Virginia	Supreme Court of Appeals	38,000	...	...	Circuit courts	35,500
Wisconsin	Supreme Court	48,919(a)	Court of Appeals	44,872	Circuit courts	35,515(x)
Wyoming	Supreme Court	45,000	...	...	District courts	42,500
Dist. of Col.	Court of Appeals	51,750	...	...	Superior Court	49,050
American Samoa	High Court: Appellate	36,000-47,000(y)	...	...	High Court: Trial	9,000(z)
Guam	...	...	...	...	Superior Court	37,500(b)
Puerto Rico	Supreme Court	36,000(a)	...	...	Superior Court	30,000

COMPENSATION OF JUDGES*
(Footnotes)

---

*Compensation is shown according to most recent legislation even though laws may not yet have taken effect.

(a) These jurisdictions pay additional amounts to chief justices or presiding judges of court of last resort:

Alabama, Delaware, Kentucky, Texas (also presiding judge) — $500.
Arkansas — $3,503.
California — $4,337
Colorado — $2,800.
Connecticut — $4,240.
Hawaii, Missouri, New Jersey, Pennsylvania — $2,500.
Iowa — $5,000.
Kansas, Montana, Rhode Island, Virginia — $1,000.
Maine — $1,605.
Maryland — $1,800.
Massachusetts — $1,300.
Minnesota — $4,000.
Mississippi — chief justice, $1,000; presiding judges, $500.
New Hampshire, North Dakota — $1,500.
New York — $2,940.
North Carolina — $1,044.
Ohio — $3,500.
South Carolina — $7,089.
South Dakota — $2,000.
Tennessee — $4,800.
Vermont — $1,680.
Wisconsin — $6,380.
Puerto Rico — $600.

(b) Additional amounts paid to various judges:

Alabama — presiding judges, $500.
Connecticut — chief court administrator, if he is a judge of supreme or superior court, $2,120.
Delaware — presiding judge of chancery and superior courts, $500.
Iowa — chief judge of district court, $2,000; chief judge of court of appeals, $1,000.
Kansas — chief judge of court of appeals, $1,000.
Kentucky — chief judge of court of appeals, $500.
Maryland — presiding judge of intermediate appellate court, $1,700
Massachusetts — chief justice of appeals court, $2,000; trial court chief administrative justice, $4,500; trial court department administrative justice, $2,000.
New Hampshire — presiding judge of superior court, $1,140; presiding judge of supreme court, $1,690.
New York — presiding justice of intermediate appellate court, $4,166.
North Carolina — presiding judge of intermediate appellate court, $1,056.
North Dakota — presiding judge of district court, $1,200.
Pennsylvania — presiding judge of intermediate appellate court and commonwealth court, $1,500.
Rhode Island — presiding judge of superior court, $1,000.
South Dakota — presiding judge, $1,000.
Tennessee — presiding judge, $1,679.
Texas — chief justice, $500.
Utah — chief justice and chairman of judicial council, $1,000.
Guam — presiding judge, $1,500.

(c) Local supplements up to $11,000.

(d) Base figures may be adjusted for geographical cost-of-living supplements.

(e) One half paid by state, one half by county.

(f) Cost-of-living annual increase based on average percentage salary increase granted state employees, not to exceed 5 percent.

(g) Partially paid by state, partially by county, based on statutory formula.

(h) Plus county supplements, if any.

(i) Associate judges of circuit court, $45,000.

(j) These jurisdictions pay an expense allowance: Indiana — $3,000; North Carolina — $5,500; Virginia — $4,000 in lieu of per diem.

(k) Range based on varying optional county supplements. Indiana — range depends on population of circuit.

(l) District associate judges and full-time judicial magistrates, $36,000; part-time judicial magistrates, $10,000.

(m) District judges receive county supplements up to $1,000 in 6 urban districts; associate district judges may have a basic state-paid salary of $32,677 which may be supplemented by up to $1,000. District magistrate judge's salaries are paid entirely by state; amounts range from $14,560 to $17,996.

(n) Judges in single parish districts with a population in excess of 225,000 receive $50,800; all others receive $48,100.

(o) Assignment judges receive $51,000 salary.

(p) Variation in salary based on population.

(q) Unified court system. District judges, $32,000; associate district judges paid on basis of population ranges.

(r) Effective April 1, 1981: Supreme Court — $53,308, Court of Appeals — $52,039, Circuit Court — $48,356.

(s) Additional amounts from $500 to $2,500 paid president judges and administrative and president judges of divisions. Variations based on number of judges and population

(t) Salary supplemented by state service longevity at 7, 15, and 20 years, up to 20 percent

(u) Cost-of-living increase limited to 5 percent yearly until July 1982 for new judges coming on the bench.

(v) Counties may supplement up to a total salary of $55,700 — $56,200 for chief judges of intermediate appellate courts.

(w) Counties may supplement up to a total of $1,000 less than that received by justices of intermediate appellate courts.

(x) Counties may supplement with a maximum salary not to exceed $35,830.

(y) Salary plus 25% post differential.

(z) Associate judges; chief associate judge receives $13,000.

QUALIFICATIONS OF JUDGES OF STATE APPELLATE COURTS AND TRIAL COURTS OF GENERAL JURISDICTION

State or other jurisdiction	U.S. citizenship		Years of minimum residence				Minimum age		Learned in law		Years of legal experience		Other	
			In state		In district									
	A	T	A	T	A	T	A	T	A	T	A	T	A	T
Alabama	★	★	5	5	...	1	25	25	★(a)	★(a)	...	...	...	...
Alaska	★	★	3	3	...	...	...	...	★(a)	★(a)	8	5	...	...
Arizona	★	★	10(b)	5	3(c)	...	30(c)	30	★(a)	★(a)	10(b)	5	(d)	(d)
Arkansas	★	★	2	2	...	...	30	28	★	★	8	6	(d)	(d)
California	★	★	...	...	...	...	28	28	★(a)	★(a)	10	10	...	...
Colorado	★	★	1	1	...	★	...	...	...	...	5	5	...	...
Connecticut	...	...	...	...	...	...	...	...	★(a)	★(a)	...	...	...	...
Delaware	...	...	(e)	(e)	...	(f)	...	...	★	★	...	...	(g)	(h)
Florida	★	★	(e)	(e)	...	...	...	...	★(a)	★(a)	10(a)	5(a)	...	...
Georgia	★	★	3	3	...	...	30	30	★	★	7	7	...	...
Hawaii	★	★	...	...	...	...	...	...	★(a)	★(a)	10	10	...	...
Idaho	★	★	1	1	...	1	...	30	★(a)	★	...	5	(i,j)	(i,j)
Illinois	★	★	...	...	★	★	...	...	★(a)	★(a)	...	...	...	...
Indiana	★	★	5	★	★	★	21	21	★(a)	★(a)	10(k)	★	...	...
Iowa	★	★	...	...	...	...	...	...	★	★(l)	...	...	(m)	(m)
Kansas	★	★	...	★	...	★	30	30	★	★(n)	10	5	...	...
Kentucky	★	★	2	2	2	2	...	...	★	★	8	8	...	...
Louisiana	...	...	2	2	2	2	...	...	★(a)	★(a)	5	5	...	...
Maine	★	★	...	...	...	...	...	...	★	★	...	...	(o)	(o)
Maryland	★	★	5	5	★	★	30	30	★(a)	★(a)	...	...	(d)	(d)
Massachusetts	No legal qualifications in state constitution													
Michigan	...	...	...	...	...	...	...	...	★(a)	★(a)	...	...	(j)	(j)
Minnesota	...	...	...	...	...	★	...	21	★	★	...	...	...	...
Mississippi	...	...	5	5	...	...	30	26	★	★	★	5	...	(i)
Missouri	★	★	9(p)	3(p)	★	1	30	30	★	★	...	...	(i)	(i)
Montana	★	★	2	2	...	...	...	...	★(a)	★(a)	5	5	...	...
Nebraska	★	★	5	5	★	★	30	30	★(a)	★(a)	5(q)	5(q)	...	...
Nevada	★	★	2	2	...	...	25	25	★(a)	★(a)	...	...	(i)	(i)
New Hampshire	No legal qualifications													
New Jersey	Residence or principal law office in state						28	28	★(a)	★(a)	10	10	...	...
New Mexico	★	★	3	3	...	★	30	30	★	★	3	3	...	...
New York	★	★	★	★	...	★	...	...	★(a)	★(a)	10	10	...	...
North Carolina	★	★	1 mo.	1 mo.	...	★	21	21	...	...	...	...	(i)	(i)
North Dakota	★	★	★(e)	★(e)	...	...	...	...	★	★	...	...	...	...
Ohio	★	★	1	...	...	1	...	...	★(a)	★(a)	6	6	...	...
Oklahoma	★	★	...	1	1	6 mos.	30	18(r)	★	★	5	4(r)	(s)	(s)
Oregon	★	★	...	...	...	★	21	21	★(a)	★(a)	...	...	(i)	...
Pennsylvania	★	★	1(e)	1(e)	...	1	21	21	★(a)	★(a)	...	...	...	...
Rhode Island	★	★	...	...	...	...	...	...	...	...	...	...	...	...
South Carolina	★	★	5	5	...	★	26	26	★(a)	★	5	5	(t)	...
South Dakota	★	★	1	1	★	★	18	18	★(a)	★(a)	...	...	...	...
Tennessee	...	...	5	5	...	1	35(u)	30	★	★	...	...	...	...
Texas	★	★	(e)	(e)	...	2	35	25	...	...	10	4	...	...
Utah	...	...	5	3	...	★	30	25	★	★	★	★	...	...
Vermont	★	★	★	★	...	...	...	...	★	★	5(v)	5(v)	...	...
Virginia	★	★	...	...	...	...	21	21	★(a)	★(a)	5	5	(w)	(w)
Washington	★	★	1	1	...	...	21	21	★(a)	★(a)	...	...	...	...
West Virginia	★	★	5	5	...	...	30	30	...	...	10	5	(i)	(i)
Wisconsin	★	★	6 mos.	6 mos.	...	★	25	25	★(a)	★(a)	5	5	(i)	(i)
Wyoming	★	★	83	2	...	...	30	28	★	★	9	5	(x)	(x)
Dist. of Col.	★	★	90 days	90 days	...	...	...	...	★	★	5	5	...	...
American Samoa	★	★	...	...	...	...	...	...	★(a)	★(a)	...	...	...	...
Guam	★	★	...	...	...	...	...	...	★	★	...	...	...	...
Puerto Rico	★	★	5	...	...	...	...	25	★(a)	★(a)	10	5	...	...

QUALIFICATIONS OF JUDGES
(Footnotes)

Symbols:

A—Judges of courts of last resort and intermediate appellate courts.

T—Judges of trial courts of general jurisdiction.

★—Indicates requirement exists. In some instances, information on length of time for requirement not supplied at time of publication.

(a) Member of or admitted to bar. Alabama—licensed to practice law in the state. Connecticut, Illinois, Nebraska, New Jersey, New York, Virginia, Washington—shall not engage in private practice. Montana, Virginia, Washington (for appellate courts), Wisconsin—member of bar at least 5 years.

(b) For court of appeals, 5 years.

(c) For court of appeals.

(d) Good character. Maryland—integrity and wisdom.

(e) State citizenship.

(f) There must be 1 judge residing in each of state's 3 counties.

(g) No more than 3 justices can be of same major political party; at least 2 justices must be of other major political party.

(h) No more than bare majority of judges can be of same major political party; remainder of judges must be of other major political party.

(i) Qualified voter. Nevada—qualified elector in state for supreme court justices; in state and district for trial court judges. Oregon—qualified elector in county of residence for court of appeals judges.

(j) Judges must be under 70 at time of election or appointment.

(k) Member of state bar 10 years, or 5 years a trial judge.

(l) Part-time judicial magistrates not required to be learned in law, but like full-time magistrates, must be an elector of the county of appointment, less than 72 years of age, and retire upon attaining that age.

(m) Justices of supreme court, judges of court of appeals, and district court judges, at time of appointment, must be of an age which will permit them to serve an initial and 1 regular term before reaching age 72. Magistrates must be of an age which will permit them to serve a full term of office before reaching age 72.

(n) District and associate district judges must be regularly admitted to the bar; district magistrate judges need not be admitted to the bar, but if not they must be certified by the supreme court as qualified to serve.

(o) Sobriety of manner.

(p) Required number of years as qualified voter.

(q) In Nebraska.

(r) Associate district judges required to be licensed to practice in the state; 2 years of practice required; age not specified.

(s) Shall continue to be licensed attorney while holding office.

(t) Must be pronounced qualified by the Legislative Screening Committee.

(u) 30 years for judges of court of appeals and court of criminal appeals.

(v) 5 out of 10 years preceding appointment.

(w) Shall not seek or accept nonjudicial elective office, or hold any other office of public trust, or engage in any other incompatible activity.

(x) Shall have practiced law in state at least one year immediately preceding election or appointment.

FINAL SELECTION OF JUDGES

Alabama	Appellate, circuit, district, and probate judges elected on partisan ballots. Judges of municipal courts are appointed by the governing body of the municipality.
Alaska	Supreme court justices and superior court judges appointed by governor from nominations by Judicial Council. Supreme court justices and superior court judges approved or rejected at first general election held more than 3 years after appointment. Reconfirmation every 10 and 6 years, respectively. Magistrates appointed by and serve at pleasure of the presiding judges of each judicial district.
Arizona	Supreme court justices and court of appeals judges appointed by governor from a list of not less than 3 for each vacancy submitted by a 9-member Commission on Appellate Court Appointments. Maricopa and Pima County superior court judges appointed by governor from a list of not less than 3 for each vacancy submitted by a 9-member commission on trial court appointments for each county. Superior court judges of other 12 counties elected on nonpartisan ballot (partisan primary); justices of the peace elected on partisan ballot; city and town magistrates selected as provided by charter or ordinance, usually appointed by mayor and council.
Arkansas	All elected on partisan ballot.
California	Supreme court and courts of appeal judges appointed by governor with approval of Commission on Judicial Appointments. Run for reelection on record. Appointments. Run for reelection on record. All judges elected on nonpartisan ballot.
Colorado	Judges of all courts, except Denver County and municipal, appointed initially by governor from lists submitted by nonpartisan nominating commissions; run on record for retention. Municipal judges appointed by city councils or town boards. Denver County judges appointed by mayor from list submitted by nominating commission; judges run on record for retention.
Connecticut	All appointed by legislature from nominations submitted by governor, except that probate judges are elected on partisan ballot.
Delaware	All appointed by governor with consent of senate.
Florida	All trial judges are elected on a nonpartisan ballot. All appellate judges are appointed by the governor with recommendations by a Judicial Nominating Commission. The latter are retained by running on their records.
Georgia	All elected on partisan ballot except that county and some city court judges are appointed by the governor with consent of the senate.
Hawaii	Supreme court justices and circuit court judges appointed by the governor with consent of the senate. District judges appointed by chief justice of the state. Candidates are to be nominated (on a list of at least 6 names) to governor or chief justice by Judicial Selection Committee.
Idaho	Supreme court and district court judges initially are nominated by Idaho Judicial Council and appointed by governor; thereafter, they are elected on nonpartisan ballot. Magistrates appointed by District Magistrate's Commission for initial 2-year term; thereafter, run on record for retention for 4-year term on nonpartisan ballot.
Illinois	All elected on partisan ballot and run on record for retention. Associate judges are appointed by circuit judges and serve 4-year terms.
Indiana	Judges of appellate courts appointed by governor from a list of 3 for each vacancy submitted by a 7-member Judicial Nomination Commission. Governor appoints members of municipal courts and several counties have judicial nominating commissions which submit a list of nominees to the governor for appointment. All other judges are elected.
Iowa	Judges of supreme, appeals, and district courts appointed initially by governor from lists submitted by nonpartisan nominating commissions. Appointee serves initial 1-year term and then runs on record for retention. District associate judges run on record for retention; if not retained or office becomes vacant, replaced by a full-time judicial magistrate. Full-time judicial magistrates appointed by district judges in the judicial election district from nominees submitted by county judicial magistrate appointing commission. Part-time judicial magistrates appointed by county judicial magistrate appointing commissions.
Kansas	Judges of appellate courts appointed by governor from list submitted by nominating commission. Run on record for retention. Nonpartisan selection method adopted for judges of courts of general jurisdiction in 22 of 29 districts.
Kentucky	All judges elected on nonpartisan ballot.
Louisiana	All elected on open (bipartisan) ballot.
Maine	All appointed by governor with confirmation of the senate, except that probate judges are elected on partisan ballot.
Maryland	Judges of circuit courts and Supreme Bench of Baltimore City appointed by governor, elected on nonpartisan ballot after at least one year's service. District court judges appointed by governor subject to confirmation by senate. Judges of appellate courts appointed by governor with the consent of the senate. Run on record after at least one year of service for retention.
Massachusetts	All appointed by governor with consent of Executive Council. Judicial Nominating Commission, established by executive order, advises governor on appointment of judges.
Michigan	All elected on nonpartisan ballot, except municipal judges in accordance with local charters by local city councils.
Minnesota	All elected on nonpartisan ballot. Vacancy filled by gubernatorial appointment.
Mississippi	All elected on partisan ballot, except that city police court justices are appointed by governing authority of each municipality.
Missouri	Judges of supreme court, court of appeals, circuit courts in St. Louis City and County, Jackson County, Platte County, Clay County, and St. Louis Court of Criminal Correction appointed initially by governor from nominations submitted by special commissions. Run on record for reelection. All other judges elected on partisan ballot.
Montana	All elected on nonpartisan ballot. Vacancies on supreme or district courts and Worker's Compensation Court filled by governor according to established appointment procedure (from 3 nominees submitted by Judicial Nominations Commission). Vacancies at end of term may be filled by election, except Worker's Compensation Court. Gubernatorial appointments face senate confirmation.
Nebraska	Judges of all courts appointed initially by governor from lists submitted by bipartisan nominating commissions. Run on record for retention in office in general election following initial term of 3 years; subsequent terms are 6 years.

FINAL SELECTION OF JUDGES—Concluded

Nevada	All elected on nonpartisan ballot.
New Hampshire	All appointed by governor with confirmation of Executive Council.
New Jersey	All appointed by governor with consent of senate except that judges of municipal courts serving only one municipality are appointed by the governing body.
New Mexico	All elected on partisan ballot.
New York	All elected on partisan ballot except that governor appoints chief judge and associate judges of court of appeals, with advice and consent of senate, from a list of persons found to be well qualified and recommended by the bipartisan Judicial Nominating Commission, and also appoints judges of court of claims and designates members of appellate division of supreme court. Mayor of New York City appoints judges of the criminal and family courts in the city.
North Carolina	All elected on partisan ballot. By executive order, governor has extended the trial system for merit selection of superior court judges.
North Dakota	All elected on nonpartisan ballot.
Ohio	All elected on nonpartisan ballot except court of claims judges who may be appointed by chief justice of supreme court from ranks of supreme court, court of appeals, court of common pleas, or retired judges.
Oklahoma	Supreme court justices and court of criminal appeals judges appointed by governor from lists of 3 submitted by Judicial Nominating Commission. If governor fails to make appointment within 60 days after occurrence of vacancy, appointment is made by chief justice from the same list. Run for election on their records at first general election following completion of 12 months' service for unexpired term. Judges of court of appeals, and district and associate district judges elected on nonpartisan ballot in adversary popular election. Special judges appointed by district judges. Municipal judges appointed by governing body of municipality.
Oregon	All judges except municipal judges are elected on nonpartisan ballot for 6-year terms. Municipal judges are mostly appointed by city councils except 2 Oregon cities elect their judges.
Pennsylvania	All originally elected on partisan ballot; thereafter, on nonpartisan retention ballot, except police magistrates, city of Pittsburgh—appointed by mayor of Pittsburgh.
Rhode Island	Supreme court justices elected by legislature. Superior, family, and district court justices and justices of the peace appointed by governor, with consent of senate (except for justices of the peace); probate and municipal court judges appointed by city or town councils.
South Carolina	Supreme court, court of appeals, and circuit court judges elected by legislature. City judges, magistrates, and family court judges appointed by governor—the latter on recommendation of the legislative delegation in the area served by the court. Probate judges elected on partisan ballot.
South Dakota	All elected on nonpartisan ballot, except magistrates (law trained and others), who are appointed by the presiding judge of the judicial circuit.
Tennessee	Judges of intermediate appellate courts appointed initially by governor from nominations submitted by special commission. Run on record for reelection. The supreme court judges and all other judges elected on partisan ballot, except for some municipal judges who are appointed by the governing body of the city.
Texas	All elected on partisan ballot except municipal judges, most of whom are appointed by municipal governing body.
Utah	Supreme court, district court, and circuit court judges appointed by governor from lists of 3 nominees submitted by nominating commissions. If governor fails to make appointment within 30 days, chief justice appoints. Judges run for retention in office at next succeeding election; they may be opposed by others on nonpartisan judicial ballots. Juvenile court judges are initially appointed by the governor from a list of not less than 2 nominated by the Juvenile Court Commission, and retained in office by gubernatorial appointment. Town justices of the peace are appointed for 4-year terms by town trustees. County justices of the peace are elected for 4 years on nonpartisan ballot.
Vermont	Supreme court justices, superior court judges (presiding judges of superior courts), and district court judges appointed by governor with consent of senate from list of persons designated as qualified by the Judicial Nominating Board. Supreme, superior, and district court judges retained in office by vote of legislature. Assistant judges of superior courts and probate judges elected on partisan ballot in the territorial area of their jurisdiction.
Virginia	Supreme court justices and all judges of circuit courts, general district, and juvenile and domestic relations district courts elected by legislature.
Washington	All elected on nonpartisan ballot except that municipal judges in second-, third- and fourth-class cities are appointed by mayor.
West Virginia	Judges of all courts of record and magistrate courts elected on partisan ballot.
Wisconsin	All elected on nonpartisan ballot.
Wyoming	Supreme court justices, district court judges, and county judges appointed by governor from a list of 3 submitted by nominating committee and stand for retention at next election after 1 year in office. Justices of the peace elected on nonpartisan ballot. Municipal judges appointed by mayor.
Dist. of Col.	Nominated by the president of the United States from a list of persons recommended by the District of Columbia Judicial Nomination Commission; appointed upon the advice and consent of the U.S. Senate.
American Samoa	Chief justice and associate justice(s) appointed by the U.S. Secretary of Interior pursuant to presidential delegation of authority. Associate judges appointed by governor of American Samoa on recommendation of the chief justice, and subsequently confirmed by the senate of American Samoa.
Guam	All appointed by governor with consent of legislature from list of 3 nominees submitted by Judicial Council for term of 7 years; thereafter run on record for retention every 7 years.
Puerto Rico	All appointed by governor with consent of senate.

METHODS FOR REMOVAL OF JUDGES AND FILLING OF VACANCIES

State or other jurisdiction	*How removed*	*Vacancies: how filled*
Alabama	All judges subject to impeachment. All except justices of supreme court may be removed by supreme court. A Judicial Inquiry Commission and Court of the Judiciary were created in new constitution for purpose of investigating and acting upon complaints. Court of the Judiciary is empowered to remove, suspend, censure, or otherwise discipline a judge.	By governor, until the next general election, when judge is elected to fill unexpired term. All interim appointees customarily elected for a full term.
Alaska	All justices and superior court judges subject to impeachment for malfeasance or misfeasance. Impeachment by 2/3 vote of senate; trial in house, with a supreme court justice, designated by the court, presiding. Concurrence of 2/3 vote of house required for removal. On recommendation of Judicial Qualifications Commission or on own motion, supreme court may suspend judge from office without salary when in U.S. he pleads guilty or no contest or is found guilty of a crime punishable as a felony under Alaska or federal law or of any other crime involving moral turpitude under that law. If conviction is reversed, suspension terminates, and he shall be paid salary for period of suspension. If conviction becomes final, removal from office by supreme court. On recommendation of Judicial Qualifications Commission, supreme court may (1) retire judge for disability that seriously interferes with performance of duties and is or is likely to become permanent, and (2) censure or remove judge for action occurring not more than 6 years before commencement of current term which constitutes willful misconduct in office, willful and persistent failure to perform duties, habitual intemperance, or conduct prejudicial to the administration of justice that brings the judicial office into disrepute.	Filled by governor from nominations by Judicial Council.
Arizona	Every public officer subject to recall. Electors, equal to 25% of votes cast at last preceding general election, may petition for recall. All judges, except justices of courts not of record, subject to impeachment by 2/3 of vote of senate. Upon recommendation of Commission on Judicial Qualifications, supreme court may remove judges from all courts (except city magistrate) for willful misconduct in office, willful and persistent failure to perform duties, habitual intemperance, or conduct prejudicial to the administration of justice that brings the judicial office into disrepute, or may retire them for disability that seriously interferes with performance of duties and is, or is likely to become, permanent.	Supreme court justices, court of appeals judges, and Maricopa and Pima County superior court judges selected in manner provided for in original appointment. Superior court judges of the other 12 counties by governor, until the next general election when judge is elected to fill unexpired term. Justices of the peace by county board of supervisors for balance of term. City magistrates by the mayor and council.
Arkansas	Judges of the supreme, appellate, and circuit courts and chancellors are subject to removal by impeachment or by the governor upon the joint address of 2/3 of the members elected to each house of the legislature.	By governor until next general election. Ad interim appointees ineligible for election.
California	Judges of all state courts subject to impeachment. All judges subject to recall by voters. Suspension without salary by supreme court when they plead guilty or no contest or are found guilty of a crime punishable as a felony under California or federal law or of any other crime that involves moral turpitude, and removal by the supreme court upon final conviction of such crimes. Upon recommendation of Commission on Judicial Performance, supreme court may remove judges from all courts for willful misconduct in office, persistent failure or inability to perform duties, habitual intemperance, or conduct prejudicial to the administration of justice that brings the judicial office into disrepute, or may retire them for disability that seriously interferes with performance of duties and is, or is likely to become, permanent.	Supreme court and courts of appeal judges, by governor with approval of Commission on Judicial Appointments, until next gubernatorial election. If elected, fills unexpired term of predecessor. Superior court judges, by governor, until next election. Judge then elected serves full term. Municipal court judges, by governor, for unexpired term of predecessor. Justice court judges, by board of supervisors of county or by special election, until next election, when judge is elected to serve unexpired term.
Colorado	Judges of supreme, appeals, district, and county courts, by impeachment or (except judges of the Denver County court) on recommendation of the Commission on Judicial Qualifications, by the supreme court, for willful misconduct in office, willful or persistent failure to perform duties, or habitual intemperance, as well as for disability seriously interfering with performance of duties and likely to become of a permanent character. Denver County court and municipal judges may be removed according to charter and ordinance provisions.	By the governor, from lists submitted by judicial nominating commissions.
Connecticut	Judges of the supreme and superior courts may be removed by impeachment, with trial by the senate and 2/3 vote. Governor may also remove them on the address of 2/3 of each house of the legislature. The supreme court, acting on its own motion or upon a recommendation of the Judicial Review Council, may remove or suspend a judge of the supreme court or superior court. An investigation and hearing are required. If the alleged conduct involves a member of the supreme court, such judge is disqualified from participating in the proceedings. If a judge becomes permanently incapacitated from fulfilling adequately the duties of his office, he may be retired for disability by the Judicial Review Council on its own motion or on application of the judge.	By governor until the next legislature or until a successor shall be elected or appointed.
Delaware	Court on the Judiciary has power to retire judge for permanent mental or physical disability, or to censure or remove judge from office for misconduct. All civil officers may be impeached.	As in case of original appointment.
Florida	Justices of the supreme court, and judges of the district courts of appeal and circuit courts may be impeached for misdemeanor in office. Any such justice or judge may be disciplined or removed by the supreme court on recommendation of a Judicial Qualifications Commission for willful or persistent failure to perform his duties or for conduct unbecoming a member of the judiciary, or may be retired for disability seriously interfering with the performance of his duties, which is, or is likely to become, of a permanent nature.	By the governor, until the next general election, from recommendations provided by an appropriate Judicial Nominating Commission.

METHODS FOR REMOVAL OF JUDGES—Continued

State or other jurisdiction	*How removed*	*Vacancies: how filled*
Georgia	Judges are subject to impeachment for cause, and removal from office. Trial by senate, 2/3 vote. A Judicial Qualification Commission investigates charges of alleged misconduct or incapacity and certifies its findings to the supreme court. Any justice or judge may then be retired, removed, or censured by the supreme court upon recommendation of the Judicial Qualification Commission.	By the governor, until the next general election.
Hawaii	A Commission for Judicial Qualification investigates charges of alleged misconduct or incapacity and certifies its findings to the governor. Any justice or judge then may be retired or removed by the governor upon recommendation by an especially appointed board of judicial removal. A Commission on Judicial Discipline appointed by the supreme court investigates charges and makes recommendations to the supreme court.	Supreme and circuit court vacancies by governor, by and with advice and consent of senate. Pending official appointment, chief justice may assign circuit judge to serve temporarily on supreme court or on any vacant circuit court bench. District court vacancies filled by chief justice.
Idaho	Judges are subject to impeachment for cause, and removed from office. Impeachment trial by senate, 2/3 vote. Supreme and district court judges subject to removal by supreme court after investigation and recommendation by Judicial Council. Magistrates may be removed for cause by district court judges of judicial district sitting en banc, upon majority vote, in accordance with supreme court rules; may be removed without cause during first 18 months of service by District Magistrate's Commission.	Supreme and district court vacancies filled by governor, from names recommended by Judicial Council, for unexpired term; magistrates by District Magistrate's Commission for unexpired term.
Illinois	A judge or associate judge can be removed for willful misconduct in office, persistent failure to perform duties, or other conduct prejudicial to the administration of justice or that which brings the judicial office into disrepute. He can be suspended with or without pay or retired if physically or mentally unable to perform his duties. The Judicial Inquiry Board investigates complaints and may initiate investigations of judges, and file complaints with the Court Commission on a "reasonable basis" to charge misconduct or disability. The Courts Commission's function is to hear complaints initiated by the Judicial Inquiry Board and make rulings on the disposition of such complaints. It has authority after notice and public hearing to remove, suspend without pay, censure, or reprimand a judge for misconduct; and to suspend with or without pay or retire a judge for disability. The commission is composed of one judge of the supreme court selected by that court, two judges of the appellate court selected by that court, and two circuit judges selected by the supreme court. Judicial officers may be impeached by the legislature.	Vacancies in supreme, appellate, and circuit courts may be filled by appointment by the supreme court until general election when vacancy is filled by election. Associate judge vacancies in circuit court filled by appointment by circuit judges (same as original appointment).
Indiana	Appellate judges may be removed by vote of the supreme court on own motion or that of Judicial Qualifications Commission. Nonappellate judges are also subject to disciplinary power of supreme court, which includes the power to suspend a judge without pay. For pleading guilty or no contest to felony or crime involving moral turpitude, the supreme court may, on its own motion or upon the commission's recommendation suspend and remove. For other matters, the supreme court may, upon commission's recommendation, retire, censure, or remove judge.	Appellate vacancies are filled in the same manner as initial selection. If a trial judge is suspended, supreme court appoints a pro tem to serve. If a trial judge is removed, governor appoints a person to serve until next general election.
Iowa	Supreme and district court judges subject to impeachment. Upon recommendation of Commission on Judicial Qualifications, such judges and district associate judges also may be retired for permanent disability or removed for failure to perform duties, habitual intemperance, willful misconduct, or substantial violations of the canons of judicial ethics, by order of the supreme court. Judicial magistrates may be removed by a tribunal consisting of 3 district court judges in the judicial election district of the magistrate's residence.	All vacancies created by removal are filled in the same manner as original final selection.
Kansas	All officers under constitution subject to impeachment. In addition to impeachment, all judges below supreme court level are subject to retirement for incapacity, and to discipline, suspension, and removal, for cause, by the supreme court after appropriate hearing before the Judicial Qualifications Committee.	For supreme court, by governor from list submitted by Nominating Commission, until next general election, when appointee runs for retention on his record. For court of appeals, appointment is for unexpired term; by governor from list submitted by Nominating Commission. For district court in 23 districts by governor from list submitted by district judicial nominating commission until next general election when appointee runs for retention on record; in 6 districts the governor appoints until next general election.
Kentucky	Removal by impeachment; removal by the Retirement and Removal Commission, subject to rules of procedure established by the supreme court. Actions of the Retirement and Removal Commission are subject to review by the supreme court.	By the governor, from a list of three names submitted by the appropriate Judicial Nominating Commission, or by the chief justice should the governor fail to act within 60 days. Appointees serve until the next general election after their appointment, at which time election is held to fill the vacancy.

METHODS FOR REMOVAL OF JUDGES—Continued

State or other jurisdiction	How removed	Vacancies: how filled
Louisiana	Upon investigation and recommendation by Judiciary Commission, supreme court can censure, suspend with or without salary, remove from office, or retire involuntarily a judge for misconduct relating to his official duties or willful and persistent failure to perform his duties, persistent and public conduct prejudicial to the administration of justice that brings the judicial office into disrepute, conduct while in office which would constitute a felony, or conviction of a felony, as well as retire a judge for disability which is, or is likely to become, of a permanent character. All state and district officers may be impeached.	By special election called by the governor and held within 6 months after the vacancy occurs. Until the vacancy is filled, the supreme court appoints a qualified person, who is ineligible as a candidate at the election.
Maine	Judges may be impeached by the house; removal upon 2/3 vote at trial by senate. Judges also may be removed by the governor on the address of both branches of the legislature. Judges of supreme judicial, superior, and district courts may be retired for disability.	Vacancies filled as in case of original appointment, except that vacancies in office of judges of probate are filled by the governor, with the advice and consent of the council, until January 1 after the next November election.
Maryland	Judges of court of appeals, court of special appeals, trial courts of general jurisdiction, and district court by the governor, on conviction in a court of law or on impeachment; or for physical or mental disability; or on the address of the legislature, 2/3 of each house concurring in such address. Impeachment trial by senate, conviction on 2/3 vote. Removal or retirement by court of appeals after hearing and recommendation by Commission on Judicial Disabilities, for misconduct in office, persistent failure to perform duties, conduct prejudicial to the proper administration of justice, or disability seriously interfering with the performance of duties, which is, or is likely to become, of a permanent character. Elected judge convicted of felony or misdemeanor relating to his public duties and involving moral turpitude is removed from office by operation of law when conviction becomes final.	By the governor, from Nominating Commission list, until first biennial election for congressional representative after the expiration of the term or the first general election 1 year after the occurrence of the vacancy. Appointees customarily elected to full term. District court judges appointed and confirmed by senate (no election). Appellate judges run on record.
Massachusetts	The governor, with the consent of the Executive Council, may remove judges upon the address of both houses of the legislature. Also, after hearing, he may, with the consent of the council, retire a judge because of advanced age or mental or physical disability. All officers may be removed by impeachment.	As in the case of an original appointment.
Michigan	House of representatives directs impeachment by a majority vote. Impeachment trial by senate, 2/3 vote for conviction. Governor may remove judge for reasonable cause insufficient for impeachment with concurrence of 2/3 of the members of each house of the legislature. On recommendation of Judicial Tenure Commission, supreme court may censure, suspend with or without salary, retire, or remove a judge for conviction of a felony, physical or mental disability, or persistent failure to perform duties, misconduct in office, or habitual intemperance or conduct clearly prejudicial to the administration of justice.	For all courts of record, by governor, until January 1, next succeeding first general election held after vacancy occurs, at which successor is elected for unexpired term of predecessor. Vacancies on municipal courts filled by local city councils. Supreme court may authorize persons who have been elected and served as judges to perform judicial duties for limited periods or specific assignments.
Minnesota	Supreme and district court judges may be impeached. On recommendation of Board of Judicial Standards, supreme court may censure, suspend with or without salary, retire, or remove a judge for conviction of a felony, physical or mental disability, or persistent failure to perform duties, misconduct in office, or habitual intemperance or conduct prejudicial to the administration of justice.	Filled by governor until next general election occurring more than 1 year after appointment.
Mississippi	Presentment, indictment by a grand jury, and conviction of a high crime or misdemeanor in office. All civil officers may be impeached by 2/3 of members present of the house, and removed after trial by senate. Also, for reasonable cause which shall not be sufficient ground for impeachment, the governor shall, on the joint address of 2/3 of each branch of the legislature, remove from office the judges of the supreme and inferior courts.	By governor during recess of senate. Filled at next congressional election if there is one prior to the expiration of the term.
Missouri	All judges are subject to retirement, removal, or discipline by the supreme court on recommendation of a majority of members of a committee composed of two citizens (not members of the bar) appointed by the governor, two lawyers appointed by the governing body of the Missouri bar, one judge of the court of appeals elected by a majority of that court, and one circuit judge selected by a majority of circuit judges in the state.	By governor until next general election, except that vacancies in the supreme court, court of appeals, circuit courts of City of St. Louis, St. Louis, Clay, Platte, and Jackson Counties are filled by governor from nominations by a nonpartisan commission until the next general election after the judge has been in office at least a year.
Montana	All judicial officers subject to impeachment. Impeachment by 2/3 vote of house. Upon recommendation of Judicial Standards Commission, supreme court may suspend a judicial officer and remove same upon conviction where a felony or other crime involves moral turpitude; also, can order censure, suspension, removal, or retirement for cause.	Justices of supreme court, district court judges, and worker's compensation judge by governor; justices of peace by boards of county commissioners. Judge so appointed holds until next general election or senate confirmation, whichever comes sooner.
Nebraska	Impeachment by majority of legislature; in case of impeachment of supreme court justice, all judges of district courts sit as court of impeachment—2/3 concurrence required; in case of other judicial impeachments, heard by supreme court as court of impeachment. Also, provisions similar to those in California for removal of judges by supreme court on recommendation of a Judicial Qualifications Commission.	By governor, from lists submitted by bipartisan judicial nominating commissions.

METHODS FOR REMOVAL OF JUDGES—Continued

State or other jurisdiction	*How removed*	*Vacancies: how filled*
Nevada	All judicial officers except justices of peace subject to impeachment. Impeachment by 2/3 vote of each branch of legislature, provided that no member of either branch shall be eligible to fill the vacancy so created. Trial by senate, 2/3 vote. Also subject to removal by legislative resolution and by recall. A justice of the supreme court or district judge may be censured, retired, or removed by the Commission on Judicial Discipline. The commission is composed of 2 justices or judges appointed by the supreme court; 2 members of the State Bar of Nevada, a public corporation created by statute, appointed by its board of governors; and 3 persons, not members of the legal profession, appointed by the governor. A justice or judge may appeal action of commission to supreme court, which may reverse the action or take alternative actions. No justice or judge may be removed except for willful misconduct, willful or persistent failure to perform duties of office, or habitual intemperance, or be retired except for advanced age which interferes with proper performance of judicial duties or for mental or physical disability which prevents the proper performance of judicial duties and which is likely to be permanent in nature.	By governor, from list of 3 nominees submitted by Commission on Judicial Selection.
New Hampshire	Governor with consent of council may remove judges upon the address of both houses of the legislature. Any officer of the state may be impeached.	Vacancies filled by governor with consent of council.
New Jersey	Except for justices of the supreme court, all judges are subject to a statutory removal proceeding that is initiated only by the filing of a complaint by the supreme court on its own motion, the governor, or either house of the legislature acting by a majority of its total membership. However, prior to institution of such formal statutory removal proceedings, complaints are almost without exception referred to the supreme court's Advisory Committee on Judicial Conduct, which conducts a preliminary investigation, makes findings of fact, and may dismiss the charges or, after providing the accused judge with a hearing, recommend to the supreme court that formal proceedings be instituted. This committee is composed of nine members: (1) at least 2 retired justices of the supreme court or judges of the superior court or county court, (2) at least 3 other members of the state bar, and (3) not more than 4 laymen who do not hold public office of any nature. Although the supreme court is supplied with the record created by this committee, the supreme court's determination is based on a plenary hearing procedure. The formal statutory removal hearing may be either before the supreme court sitting en banc or before 3 justices or judges, or a combination thereof, specially designated by the chief justice. Justices of the supreme court and judges of the superior court are also subject to impeachment by the legislature. If the supreme court certifies to the governor that it appears that any justice of the supreme court or judge of the superior court is so incapacitated as to substantially prevent him from performing his judicial duties, the governor appoints a commission of 3 persons to inquire into the circumstances. On their recommendation, the governor may retire the justice or judge from office, on pension, as may be provided by law.	By governor, with advice and consent of senate, except municipal courts serving only one municipality, for which judges are appointed by the governing body of the municipality.
New Mexico	All state officers and judges of the district courts may be impeached. Through the Judicial Standards Commission, any justice, judge, or magistrate may be disciplined or removed for willful misconduct in office or willful and persistent failure to perform his duties or habitual intemperance, or may be retired for disability seriously interfering with the performance of his duties, which is, or is likely to become, of a permanent character.	Governor appoints to fill vacancy until next general election.
New York	Any judge may be removed by impeachment. Judges of the court of appeals and justices of the supreme court may be removed by 2/3 concurrence of both houses of the legislature. Judges of the court of claims, county courts, surrogate's court, family court, the civil and criminal courts of the city of New York, and district courts may be removed by 2/3 vote of the senate, on recommendation of the governor. Commission on Judicial Conduct has the power to determine that a judge or justice be admonished, censured, or removed from office for cause or retired for disability, subject to an appeal to the Court of Appeals.	Vacancies in elective judgeships filled at the next general election for full term; until the election, governor makes the appointment (with the concurrence of the senate if it is in session). This does not apply in the following cases: civil court of the city of New York appointed by the mayor; district courts appointed by the appropriate district governing body or official; city courts (outside the city of New York), town courts, and village courts appointed by appropriate governing body as prescribed by the legislature.
North Carolina	Upon recommendation of the Judicial Standards Commission, the supreme court may censure or remove any justice or judge for willful misconduct in office, willful and persistent failure to perform his duties, habitual intemperance, conviction of a crime involving moral turpitude, or conduct prejudicial to the administration of justice that brings the judicial office into disrepute. Any justice or judge may be removed by the same process, for mental or physical incapacity interfering with the performance of his duties which is or is likely to become permanent.	By governor until next general election. Ad interim appointees customarily elected for remainder of unexpired term.
North Dakota	Supreme and district court judges by impeachment for habitual drunkenness, crimes, corrupt conduct, malfeasance, or misdemeanor in office. County judges by governor after hearing. Impeachment trial by senate, conviction 2/3 vote. All judges may be recalled. Upon recommendation of Commission on Judicial Qualifications, supreme court may remove judges from all courts for willful misconduct in office, willful and persistent failure to perform duties, habitual intemperance, or conduct prejudicial to the administration of justice that brings the judicial office into disrepute, or may retire them for disability that seriously interferes with performance of duties and is, or is likely to become, permanent.	Supreme and district court judges by governor from candidates nominated by Executive Judicial Nominating Committee until next general election, unless governor calls for a special election to fill vacancy for the remainder of the term.

METHODS FOR REMOVAL OF JUDGES—Continued

State or other jurisdiction	*How removed*	*Vacancies: how filled*
Ohio	By concurrent resolution of 2/3 of members of both houses of the legislature. All judges may be removed by impeachment. Trial by senate, conviction on 2/3 vote. By disqualification as a result of disciplinary action as provided in Rule V, supreme court. Removal for cause upon filing of a petition signed by at least 15% of the electors in the preceding gubernatorial election; trial by court or jury. Removal, retirement, or suspension without pay for cause following complaint filed in the supreme court; hearing before a commission of judges named by the supreme court. Appeal from commission to supreme court.	By governor until next election, when judge is elected to fill unexpired term.
Oklahoma	By impeachment for willful neglect of duty, corruption in office, habitual drunkenness, incompetency, or any offense involving moral turpitude. Upon recommendation of the Council on Judicial Complaints, the chief justice of the supreme court may bring charges against any justice or judge in the Court on the Judiciary. Court on the Judiciary may order removal for gross neglect of duty, corruption in office, habitual drunkenness, commission while in office of any offense involving moral turpitude, gross partiality in office, oppression in office, or any other grounds hereinafter specified by the legislature. Compulsory retirement, with or without compensation, for mental or physical disability preventing proper performance of office duties, or incompetence to perform duties of the office.	Vacancies on supreme court and court of criminal appeals by governor, as in case of original appointment. Appointee to vacancy occurring during unexpired term serves for remainder of that term if retained by election after completing 12 months' service. Vacancies on court of appeals and district court filled by governor for unexpired term; in making appointment, he may but need not use aid of Judicial Nominating Committee.
Oregon	Any judge may be involuntarily retired for mental or physical disability after certification by a special commission; he may appeal to supreme court. On recommendation of Commission on Judicial Fitness, supreme court may remove a judge of any court for conviction of a felony or a crime involving moral turpitude, willful misconduct in a judicial office involving moral turpitude, willful or persistent failure to perform judicial duties, habitual drunkenness, illegal use of narcotic drugs, willful violation of rules of conduct prescribed by supreme court, or general incompetence.	By governor until next general election, at which time a judge is elected to fill the unexpired term.
Pennsylvania	All judges, as all civil officers, may be impeached by house for any misdemeanor in office. Trial by senate, 2/3 vote for conviction. Upon recommendation of the Judicial Inquiry and Review Board, any justice or judge may be suspended, removed, or otherwise disciplined by the supreme court for specified forms of misconduct, neglect of duty, or disability.	By governor, until the first Monday of January following next judicial election which shall occur more than 10 months after vacancy occurs or for the remainder of the unexpired term, whichever is less. Appointment is with the advice and consent of 2/3 of the senate, except majority for justices of the peace.
Rhode Island	Supreme court judges, by a resolution of the legislature voted by a majority in each house at the annual session for the election of public officers. All judicial officers may be impeached. Trial by senate, 2/3 vote of all members elected thereto for conviction.	In case of vacancy on supreme court, the office may be filled by the Grand Committee of the Legislature until the next annual election. In case of impeachment, inability, or temporary absence, governor appoints a person to fill vacancy. Vacancies on superior, family, and district courts may be filled by governor with advice and consent of senate.
South Carolina	By impeachment or by governor on address of 2/3 of each house of the legislature. Judicial Standards Commission enforces code of judicial conduct.	By governor if unexpired term does not exceed 1 year; otherwise, by General Assembly to fill unexpired term.
South Dakota	Supreme court justices and circuit court judges may be removed by impeachment. Trial by senate, 2/3 vote for conviction. Recommendation by Judicial Qualifications Commission to supreme court for removal.	Supreme court justices and circuit court judges by the governor for balance of term.
Tennessee	By impeachment for misfeasance or malfeasance in office; by concurrent resolution of 2/3 of each house of the legislature when the judge is physically or mentally unable to perform his duties; upon recommendation of the Court of the Judiciary, legislature can remove a judge by concurrent resolution of 2/3 of each house for physical or mental disability or willful misconduct in office.	By governor until next general election.
Texas	Supreme court, and appeals and district court judges may be removed by impeachment, senate, 2/3 vote, or by joint address, 2/3 vote of both houses. District judges may be removed also by the supreme court. County judges and justices of the peace may be removed by district judges. Upon charges filed by the Commission on Judicial Conduct, any judge in the state may be involuntarily retired for disability or removed for misconduct by the supreme court.	Appellate, district court judges by governor, until next general election. County courts by county commissioner's court. Municipal judges by governing body of municipality. Judge elected fills unexpired term.
Utah	By concurrent vote of 2/3 of the members of each house of the legislature. All judicial officers except justices of peace may be impeached. Trial by senate, conviction on 2/3 vote. Removal from office by supreme court upon recommendation of Commission on Judicial Qualifications for willful misconduct in office, final conviction of a crime punishable as a felony, persistent failure to perform duties, habitual use of alcohol or drugs which interferes with performance of judicial duties; retirement for disability seriously interfering with performance of duties which is, or is likely to become, of a permanent character. Lay justices of peace may be removed for willful failure to participate in judicial education program.	By governor, upon recommendation of Judicial Selection Commission, until next general election. Judge elected fills unexpired term.

METHODS FOR REMOVAL OF JUDGES—Concluded

State or other jurisdiction	*How removed*	*Vacancies: how filled*
Vermont	All judicial officers impeachable. Trial by senate, conviction on 2/3 vote. Supreme court has disciplinary control over all judicial officers not inconsistent with constitutional powers of the legislature; it has power to impose sanctions, including suspension from judicial duties for the balance of the term of the judicial officer charged.	Supreme, superior, and district court vacancy filled by governor, from list of persons selected by Judicial Nominating Board.
Virginia	All judges may be impeached by house. Trial by senate. Conviction on 2/3 vote of members present. By supreme court after charges against judge have been certified by Judicial Inquiry and Review Commission.	A successor shall be elected for the full term by the legislature. If legislature not in session, governor makes appointment to expire 30 days after commencement of next session. Ad interim appointee customarily elected to full term.
Washington	By joint resolution of the legislature, in which 3/4 of the members of each house concur, for incompetency, corruption, malfeasance, delinquency in office, or other sufficient cause stated in resolution. Any judge of any court of record may be impeached. Trial by senate. Conviction on 2/3 vote.	Vacancies on appellate and general trial courts filled by governor until next general election, when election is held to fill the unexpired term.
West Virginia	Removal by concurrent vote of both houses of the legislature in which 2/3 of the members of each house must concur, when a judge is incapable of discharging the duties of his office because of age, disease, mental or bodily infirmity, or intemperance. By impeachment by a 2/3 vote of the legislature for maladministration, corruption, incompetency, gross immorality, neglect of duty, or any crime or misdemeanor.	By governor if unexpired term is less than 2 years; if more than 2 years, governor may appoint judge until next general election when a judge is elected to fill the unexpired term.
Wisconsin	All judges subject to impeachment. Supreme, circuit, and court of appeals judges by the address of both houses of the legislature, 2/3 of all members of each house concurring and hearing, and by recall. Since all judges of courts of record must be licensed to practice law in Wisconsin, removal also can be by disbarment. The office of a justice of the supreme court, court of appeals, or circuit court may be declared temporarily vacant for physical or mental disability upon voluntary or involuntary petition and upon hearing by a disability board. The office of a court of appeals or circuit or county judge may be declared temporarily vacant by the Judicial Commission upon a voluntary or involuntary petition. The disabled justice or judge continues to receive the salary and other benefits of office. Court of appeals and circuit court judges are also subject to removal for cause or disability by the supreme court.	By governor until next regular judicial election is held, when judge is elected for a full term. At any election only one supreme court justice and one court of appeals judge from each district may be elected, so that appointee holds until next available election. Disabled supreme court justice replaced by governor. Disabled circuit court or court of appeals judge may be replaced through appointment by chief justice from list of reserve judges (retired judges on assignment); if not available, governor may fill the temporary vacancy which continues during disability of judge or until he dies or his term expires. If temporary disability of a judge is determined by supreme court, a temporary vacancy exists which is filled by appointment of chief justice of supreme court of a reserve judge. If temporary disability of a supreme court justice, governor makes the appointment.
Wyoming	All judicial officers, except justices of peace, by impeachment. Trial by senate, 2/3 vote for conviction. May be retired or removed by supreme court on recommendation of Judicial Supervisory Commission. Justices of the peace by supreme court after hearing before panel of 3 district judges.	By governor from a list of 3 submitted by Judicial Nominating Commission, for approximately 1 year, then stand for election for retention in office. Justices of the peace by appointment by county commissioners.
Dist. of Col.	All judges shall be removed from office by the Commission on Judicial Disabilities and Tenure, upon conviction of a felony (including a federal crime), for willful misconduct in office, for willful and persistent failure to perform judicial duties, or for other conduct prejudicial to the administration of justice or which brings the office into disrepute.	Nominated by the president of the United States from a list of persons recommended by the D.C. Judicial Nomination Commission; appointed upon the advice and consent of the U.S. Senate.
American Samoa	Chief and associate justices shall hold office during his good behavior, but may be removed by the U.S. Secretary of Interior for cause. Associate judges shall hold office during good behavior, but may be removed by the chief justice for cause, upon the recommendation of the governor.	Appointed by the U.S. Secretary of Interior. Appointed by the governor upon the recommendation of the chief justice.
Guam	Any justice or judge may be removed by a special court of 3 judges on recommendation of a Judicial Qualification Commission for misconduct or incapacity.	By governor for term of 7 years.
Puerto Rico	Supreme court justices by impeachment for treason, bribery, other felonies, and misdemeanors involving moral turpitude. Indictment by 2/3 of total number of house members and trial by senate. Conviction by 3/4 of total number of senators. All other judges may be removed by supreme court for cause as provided by judiciary act, after hearing upon complaint on charges brought by order of the chief justice, who shall disqualify himself in the final proceedings.	By governor, as in case of original appointment.

SELECTED DATA ON COURT ADMINISTRATIVE OFFICES

State or other jurisdiction	Title	Established	Appointed by(a)	Salary	Number on staff	Appropriation for office	
						Amount(b)	Fiscal
Alabama	Administrative Director of Courts(c)	1971	CJ	$34,500	80	$2,217,928	1980
Alaska	Administrative Director	1959	CJ(d)	50,784	52(e)	2,600,000	1980
Arizona	Administrative Director of the Courts	1960	SC	40,280	24	(f)	(f)
Arkansas	Executive Secretary, Judicial Dept.	1965	CJ(g)	30,975	15	315,514	1980
California	Administrative Director of the Courts	1960	JC	57,305	42	4,657,984(h)	1980
Colorado	State Court Administrator	1959	SC	39,925	49	2,056,088(i)	1979
Connecticut	Chief Court Administrator	1965	CJ	44,520(j)	73(e)	1,642,440	1980
Delaware	Director, Administrative Office of the Courts	1971	CJ	32,200	14(e)	2,373,000(k)	1979
Florida	State Court Administrator	1972	SC	38,000	27	1,515,665(l)	1980
Georgia	Director, Administrative Office of the Courts	1973	JC	33,000	25.5	532,600	1979
Hawaii	Administrative Director of Courts	1959	CJ(d)	40,000	53(e)	1,816,862	1980
Idaho	Administrative Director of the Courts	1967	SC	37,250	13(e)	237,000	1980
Illinois	Administrative Director of the Courts	1959	SC	53,000	32(e)	733,426	1980
Indiana	Supreme Court Administrator—Commissioner	1968	SC	37,550	5	(f)	(f)
	Executive Director, Div. of State Court Administration	1975	...	37,550	4	(f)	(f)
Iowa	Court Administrator	1971	SC	35,000	20.5	498,916(o)	1980
Kansas	Judicial Administrator	1965	CJ	34,750	21(e)	(f)	(f)
Kentucky	Director, Administrative Office of the Courts	1976	CJ	42,000	92(e)	1,850,177	1980
Louisiana	Judicial Administrator	1954	SC	50,800	5(e)	224,629	1980
Maine	State Court Administrator	1975	CJ	30,000	6	165,623	1980
Maryland	State Court Administrator(c)	1955	CJ	45,500	54	1,750,488	1979
Massachusetts	Administrative Assistant, Supreme Judicial Court (c)	1978	SC	39,600	6	130,000	1980
Michigan	Court Administrator	1952	SC	31,300	104	6,347,187	1979
Minnesota	Court Administrator	1963	SC	44,500	6	1,177,100	1980
Mississippi	Executive Assistant	1974	SC	41,000	2	(f)	(f)
Missouri	State Court Administrator	1970	SC	40,000	56	1,014,920	1979
Montana	State Court Administrator	1975	SC	22,472	6(e)	125,000(p)	1980
Nebraska	State Court Administrator	1972	CJ	36,500	8(e)	185,000(f)	1980
Nevada	Director, Administrative Office of the Courts	1971	SC	28,600	10(e)	247,189(q)	1980
New Hampshire	...	...	...	...	...	...	...
New Jersey	Administrative Director of the Courts	1948	CJ	42,436-55,169	248(e)	3,821,738(r)	1979
New Mexico	Director, Administrative Office of the Courts	1959	SC	35,000	31(e)	728,500	1980
New York	Chief Administrator of the Courts(s)	1978	CJ(t)	65,259	308	8,403,027	1980
North Carolina	Director, Administrative Office of the Courts	1965	CJ	44,100	90	1,739,787	1980
North Dakota	State Court Administrator, Judicial Council (u)	1971	CJ	34,789	9	330,000	1980&1981
Ohio	Administrative Director of the Courts	1955	SC	45,760	10(e)	(f)	(f)
Oklahoma	Administrative Director of the Courts	1967	SC	37,700	5	(f)	(f)
Oregon	State Court Administrator	1971	CJ	41,424	38	2,151,927	1980&1981
Pennsylvania	State Court Administrator	1968	SC	50,000	52	868,000	1979
Rhode Island	Court Administrator	1969	CJ	26,113-30,424(v)	17	300,000(f)	1979
South Carolina	Court Administrator	1973	CJ	37,831	26	536,542	1980
South Dakota	State Court Administrator	1974	SC	32,000	16	504,942(w)	1980
Tennessee	Executive Secretary of the Supreme Court	1963	SC	52,982	17(e)	677,600(x)	1979
Texas	Administrative Director of the Courts (y)	1977	SC	37,200	16	468,214	1980
Utah	State Court Administrator	1973	SC	36,000	8	211,000	1980
Vermont	Court Administrator (z)	1967	SC	35,550	9	(f)	(f)
Virginia	Executive Secretary to the Supreme Court	1952	SC	44,500	40	702,000	1980
Washington	Administrator for the Courts	1957	SC(m)	37,500	64	4,472,000	1980&1981
West Virginia	Director, Administrative Office of the Supreme Court of Appeals	1975	SC	35,500	12	300,000	1980
Wisconsin	Director of State Courts	1978	SC	44,872	32	2,313,700(n)	1978&1979
Wyoming	Court Coordinator	1974	SC	30,000	3(e)	(f)	(f)
Dist. of Col.	Executive Officer of D.C. Courts	1971	(aa)	49,050	64	4,891,800	1980
American Samoa	Court Administrator	1977	CJ	12,500	3	(f)	(f)
Puerto Rico	Administrative Director, Office of Court Administration	1952	CJ	34,600	340	4,236,382	1980

SELECTED DATA ON COURT ADMINISTRATIVE OFFICES
(Footnotes)

Symbols:

SC—State court of last resort.
CJ—Chief justice or chief judge of court of last resort.
JC—Judicial council.

(a) Term of office for all administrators is at pleasure of appointing authority.

(b) Appropriations for the various offices are not necessarily comparable because of variations in the time periods covered and the purposes of the appropriations. In some states amounts shown include appropriations for travel and expenses of trial court judges.

(c) In addition, there is a court administrator to administer state trial courts.

(d) With approval of supreme court.

(e) Breakdown of staff from information supplied:

Alaska—21 professional, 31 clerical and technical.
Connecticut—36 are professional.
Delaware—3 professional, 3 technical, 3 clerical; in addition, 3 technical and 2 clerical federally funded positions.
Hawaii—32 professional, 21 clerical.
Idaho—3 professional, 2 computer, and 8 clerical.
Illinois—8 professional, 24 semiprofessional and clerical.
Kansas—11 professional, 4 clerical and 6 technical.
Kentucky—In addition, 109 pretrial service officers and 18 mediation/diversion officers of Kentucky Pretrial Services Agency.
Louisiana—In addition, 3 deputy judicial administrators under federal grants.
Montana—4 professional, 2 secretarial.
Nebraska—5 professional, 3 clerical.
Nevada—5 professional, 5 clerical.
New Jersey—102 professional (33 federally funded), 146 clerical (14 federally funded).
New Mexico—12 professional, 19 clerical.
Ohio—6 professional, 4 clerical.
Tennessee—7 positions, federally funded.
Wyoming—1 professional, 2 clerical.

(f) Appropriation not segregated from general appropriation of court of last resort. Where figure given it is an estimate.

(g) With approval of judicial council.

(h) Total appropriation for judicial council, including administrative office of the courts, but not including salaries of assigned judges, including 12 positions with assignment judges with duties not directly related to administrative office. Includes $138,642 for reimbursement to trial courts for expenses made necessary by the coordination of civil actions.

(i) Includes $184,955 in federal funds.

(j) Salary conditioned on administrator being a judge of the supreme or superior court.

(k) Includes such items as pension costs for entire judiciary, all court rentals, all juror and witness fees and data processing costs for all courts.

(l) Of total appropriation, $714,851 comes from general revenue and $800,814 from federal trust funds.

(m) Appointed from list of 5 submitted by governor.

(n) Includes $305,900 in federal funds.

(o) For administrative and budgetary purposes, supreme court clerk's office has been incorporated into the office of the court administrator

(p) Includes management systems analysis grants of about $50,000.

(q) Includes approximately 25% federal funds.

(r) Salaries only, including both state-funded and federally funded positions.

(s) If incumbent is a judge, the title is Chief Administrative Judge of the Courts.

(t) With advice and consent of Administrative Board of the Courts.

(u) Serves as secretary to Judicial Council.

(v) Longevity payments at 7, 15, and 20 years of state service.

(w) Includes $96,978 in federal funds for training.

(x) Includes salaries of 21 law clerks for members of supreme court, but does not include LEAA funds.

(y) Serves as executive director of Texas Judicial Council.

(z) Also clerk of the supreme court.

(aa) Joint Committee on Judicial Administration.

Section IV
ADMINISTRATIVE ORGANIZATION
1. Administration

STATE EXECUTIVE BRANCH ACTIVITIES*

IN RECENT YEARS, state executive branches have borne increasing responsibilities. This has been the result, in part, of:

- A growth in the complexity of state government activities.
- Heightened public expectations about governmental performance.
- New and evolving roles for the states in the federal system.
- Constraints on state taxation and spending.

Governors, therefore, must manage larger bureaucracies which carry out more varied and costly programs. In addition, the intergovernmental context has become increasingly complex as the number and scale of federal programs administered by the states have increased. These federal programs not only have a considerable impact on state finances but also carry mandates and regulations with which the states must deal. Local governments also look more than ever to state capitols for assistance.

At the same time, the contemporary governor faces vigorous competition from more professional and active legislators who wish to put their own managerial stamp on state programs. Sunset, appropriation of federal funds, post audit, oversight, and legislative veto are terms and phrases increasingly associated with state legislative bodies.

One response has been to increase the governor's formal authority by:

- Consolidating separate departments, agencies, and bureaus into umbrella departments.
- Reducing the number of independently elected state officials.
- Enhancing the governor's appointment and removal powers.
- Removing control over state agencies by boards and commissions.

Governors have also reached beyond formal changes to expand their authority. Among these expansions are:

- Innovations in budgeting and financial management systems.
- Improvements in policy planning and program management.
- Establishment of management information systems.
- Experimentation with new management systems.
- A shift from a personalized to an institutionalized governor's office.

---

*This chapter was written by Robert de Voursney, Director, Office of Research, and Elaine S. Knapp, Editor, *State Government News*, the Council of State Governments.

Reorganization

There was a lull in executive branch reorganization in the biennium, in sharp contrast to the general reorganizations undertaken in previous years. Connecticut, in January 1979, concluded the massive reorganization authorized by the 1977 session of the legislature. From 1977 to 1979, more than 210 agencies were consolidated into 22 major departments.

Although comprehensive reorganization was rare, a number of states did establish, consolidate, or transfer departments or agencies in 1978 and 1979. Mississippi established umbrella Departments of Natural Resources and Wildlife Conservation. However, a bill before the 1980 legislature proposed to abolish the two umbrella departments which began operations in 1979.

Administrative agency reorganization included a revamping of the Alaska administrative office, reorganization of California's civil service and establishment of a central Office of Personnel Administration, assumption by a newly established Florida executive office of the planning and budgeting operations of the Department of Administration, transfer in North Carolina of the budget office to the governor's office, and establishment of a Federal Liaison Office in Virginia.

New departments established in the field of human services included a cabinet-level Department of Rehabilitation Services in Illinois, a Department for Children and Their Families in Rhode Island, a Department of Aging in Pennsylvania, Departments of Housing in Connecticut and Kentucky, and a Commission on Women in Alaska.

Illinois Governor James R. Thompson, by executive order, combined Departments of Business and Economic Development, Local Government Affairs, and Manpower into a new Department of Commerce and Community Affairs. Also in economic development, Florida established a Labor and Employment Security Department; Kentucky, a Department of Tourism; Alaska, a Commission on Oil and Gas and Council on Science and Technology; and New York, an Office of Development Planning. Florida revised its Department of Professional and Occupational Regulation, and Iowa established a Commission on Professional and Occupational Regulation.

Missouri in 1979 consolidated its Departments of Transportation and Highways. Limited governmental reorganization was proposed by South Dakota Governor William J. Janklow in 1979, and the legislature approved the transfer of the Division of Consumer Protection to the office of the attorney general. However, South Dakota underwent major reorganization in the early 1970s.

Sunset

Some form of sunset legislation had been adopted by 33 states by the end of 1979, an increase of nine states since early 1978—Illinois, Kansas, Maryland, Nevada, Pennsylvania, South Carolina, Vermont, West Virginia, and Wyoming (see table on pages 122-24).

In legislative reviews mandated by sunset laws, Kansas in 1979 abolished four state agencies, Florida continued 19 of 20 reviewed, and Colorado continued seven of nine health professional licensing boards and two of three commissions.

Another method of legislative oversight is legislative review of executive rules and regulations. This is now required in 37 states. Over the biennium, legislative review of administrative rules was required in Hawaii, North Dakota, Pennsylvania, and Virginia (see table on pages 120-21). Executive branch review of administrative rules was mandated in Indiana and California.

Elective Offices

There were few major changes in elective offices initiated during the biennium. The most important change was ratification by Pennsylvania voters in 1978 of a constitutional amendment for election rather than appointment of the state attorney general, beginning in 1980. A 1978 Florida law increased the Public Service Commission from three to five members and changed them from elected to appointed positions.

Constitutional amendments approved by voters in Oklahoma in 1975 took effect to reduce the number of elected administrative officials from 15 to 10 as terms of incumbents expired in 1979. The measures eliminated the Office of Commissioner of Charities and Corrections, combined the Offices of State Auditor and Examiner and Inspector, and made appointive the Offices of Secretary of State, Labor Commissioner, and Chief Mine Inspector (see tables 13 and 18 for methods of selection of state administrative officials).

Voters in Hawaii and Tennessee, in 1978, approved the provision for two consecutive terms for a governor. Oregon required legislative confirmation of gubernatorial appointees.

Fiscal

Although passage of Proposition 13 by California voters in June 1978 was hailed as the start of a nationwide tax revolt, the only state to vote a twin property tax rollback was Idaho in November 1978.

Instead, tax lids on growth in government spending were approved by voters or legislatures in 14 states from 1976 through 1979: Arizona, California, Colorado, Hawaii, Louisiana, Michigan, Nevada, New Jersey, Oregon, Rhode Island, Tennessee, Texas, Utah, and Washington (see table on page 291). All were adopted during 1978-79 except New Jersey in 1976 and Colorado in 1977. The spending lids vary from state to state, with some tied to growth in personal income or the cost of living. The goal of the spending lid is to hold down future government expenditures.

South Dakota authorized zero-base budgeting in 1978, and Florida switched to biennial budgeting.

Management

A governor, by title, is the formal head of each state's executive branch. Administrative manager is thus one of the important roles of the American governor. However, comprehensive data about the management systems used by the states is not available. In addition, the systems which are employed differ from state to state and even within states. Changes in state administrations often bring changes in management approaches. Practices that bear the same label, e.g., zero-base budgeting, prove on closer look to be dissimilar.

Nonetheless, it appears that the administrative techniques used in the states are changing. As the scope and complexity of state government have grown, governors and other state officials have attempted to harness information technology to create new financial and other types of management systems. The following articles in this section—budgeting, purchasing, information systems, planning, and productivity—provide some indication of the changing administrative activities of the states.

Table 1
THE GOVERNORS
(January 1980)

State or other jurisdiction	Name and party	Length of regular term in years	Present term ends	Number of previous terms	Maximum consecutive terms allowed by constitution	Joint election of governor and lt. governor	Official who succeeds governor
Alabama	Forrest James(D)	4	Jan. 1983	...	2	No	LG
Alaska	Jay S. Hammond(R)	4	Dec. 1982	1	2	Yes	LG
Arizona	Bruce Babbitt(D)	4	Jan. 1983	(a)	...	(n)	SS
Arkansas	Bill Clinton(D)	2	Jan. 1981	...	...	No	LG
California	Edmund G. Brown, Jr.(D)	4	Jan. 1983	1	...	No	LG
Colorado	Richard D. Lamm(D)	4	Jan. 1983	1	...	Yes	LG
Connecticut	Ella T. Grasso(D)	4	Jan. 1983	1	...	Yes	LG
Delaware	Pierre S. du Pont IV(R)	4	Jan. 1981	...	2(b)	No	LG
Florida	Robert Graham(D)	4	Jan. 1983	...	2	Yes	LG
Georgia	George D. Busbee(D)	4	Jan. 1983	1	2	No	LG
Hawaii	George R. Ariyoshi(D)	4	Dec. 1982	1	2(c)	Yes	LG
Idaho	John V. Evans(D)	4	Jan. 1983	(d)	...	No	LG
Illinois	James R. Thompson(R)	4	Jan. 1983	1	...	Yes	LG
Indiana	Otis R. Bowen(R)	4	Jan. 1981	1	2	Yes	LG
Iowa	Robert D. Ray(R)	4	Jan. 1983	4(e)	...	No	LG
Kansas	John Carlin(D)	4	Jan. 1983	...	2	Yes	LG
Kentucky	John Y. Brown, Jr.(D)	4	Dec. 1983	...	0	No	LG
Louisiana	David C. Treen(R)	4	Mar. 1984	...	2	No	LG
Maine	Joseph E. Brennan(D)	4	Jan. 1983	...	2	(n)	PS
Maryland	Harry R. Hughes(D)	4	Jan. 1983	...	2	Yes	LG
Massachusetts	Edward J. King(D)	4	Jan. 1983	...	...	Yes	LG
Michigan	William G. Milliken(R)	4	Jan. 1983	2(f)	...	Yes	LG
Minnesota	Albert H. Quie(R)	4	Jan. 1983	...	...	Yes	LG
Mississippi	William Winter(D)	4	Jan. 1984	...	0	No	LG
Missouri	Joseph P. Teasdale(D)	4	Jan. 1981	...	2(b)	No	LG
Montana	Thomas L. Judge(D)	4	Jan. 1981	1	...	Yes	LG
Nebraska	Charles Thone(R)	4	Jan. 1983	...	2	Yes	LG
Nevada	Robert F. List(R)	4	Jan. 1983	...	2	No	LG
New Hampshire	Hugh J. Gallen(D)	2	Jan. 1981	...	...	(n)	PS
New Jersey	Brendan T. Byrne(D)	4	Jan. 1982	1	2	(n)	PS
New Mexico	Bruce King(D)	4	Jan. 1983	1(g)	0	Yes	LG
New York	Hugh L. Carey(D)	4	Jan. 1983	1	...	Yes	LG
North Carolina	James B. Hunt, Jr.(D)	4	Jan. 1981	...	2(b)	No	LG
North Dakota	Arthur A. Link(D)	4	Jan. 1981	1	...	Yes	LG
Ohio	James A. Rhodes(R)	4	Jan. 1983	3(h)	2	Yes	LG
Oklahoma	George Nigh(D)	4	Jan. 1983	...	2	No	LG
Oregon	Victor Atiyeh(R)	4	Jan. 1983	...	2	(n)	SS
Pennsylvania	Richard L. Thornburgh(R)	4	Jan. 1983	...	2	Yes	LG
Rhode Island	J. Joseph Garrahy(D)	2	Jan. 1981	1	...	No	LG
South Carolina	Richard W. Riley(D)	4	Jan. 1983	...	0	No	LG
South Dakota	William J. Janklow(R)	4	Jan. 1983	...	2	Yes	LG
Tennessee	Lamar Alexander(R)	4	Jan. 1983	...	2(c)	No	SpS(i)
Texas	William P. Clements(R)	4	Jan. 1983	...	...	No	LG
Utah	Scott M. Matheson(D)	4	Jan. 1981	...	...	No	LG(j)
Vermont	Richard A. Snelling(R)	2	Jan. 1981	1	...	No	LG
Virginia	John N. Dalton(R)	4	Jan. 1982	...	0	No	LG
Washington	Dixy Lee Ray(D)	4	Jan. 1981	...	...	No	LG
West Virginia	John D. Rockefeller IV(D)	4	Jan. 1981	...	2	(n)	PS
Wisconsin	Lee Dreyfus(R)	4	Jan. 1983	...	...	Yes	LG
Wyoming	Ed Herschler(D)	4	Jan. 1983	1	...	(n)	SS
American Samoa	Peter T. Coleman(k)	3(l)	Jan. 1981	...	2	Yes	LG
Guam	Paul M. Calvo(R)	4	Jan. 1983	...	2	Yes	LG
Northern Mariana Is.	Carlos S. Camacho(D)	4	Jan. 1982	...	3(m)	Yes	LG
Puerto Rico	Carlos Romero-Barcelo(NP)	4	Jan. 1981	...	...	(n)	SS
Virgin Islands	Juan Luis(I)	4	Jan. 1983	...	2	Yes	LG

Key:

D—Democrat
R—Republican
I—Independent
NP—New Progressive
LG—Lieutenant governor
SS—Secretary of state
PS—President of senate
SpS—Speaker of senate

(a) Succeeded to governor's office March 1978. Was elected to a full term November 1978.

(b) Absolute two-term limitation, but not necessarily consecutive.

(c) After two consecutive terms must wait four years before being eligible again.

(d) Succeeded to governor's office January 1977. Was elected to a full term November 1978.

(e) Has served three two-year terms. Is now serving his second four-year term.

(f) Succeeded to governor's office January 1969. Was elected to full terms in 1970, 1974, and 1978.

(g) Served 1971-74. Was elected again in 1978.

(h) Served two terms 1963-71. Was elected again in 1974 and 1978.

(i) This official bears the additional statutory title "Lieutenant Governor."

(j) Lieutenant governor and secretary of state are the same.

(k) American Samoa has no political party system. However, Peter T. Coleman is personally a member of the National Republican Party.

(l) Changes to a four-year term with the next election.

(m) Absolute three-term limitation, but not necessarily consecutive.

(n) No lieutenant governor.

Table 2
GOVERNOR'S COMPENSATION

State or other jurisdiction	Salary	Governor's office		Transportation provided				Official residence
		Staff	Budget	Automobile	Airplane	Helicopter	Travel allowance	
Alabama	$50,000	42	$ 977,400	★	★	★	$30,000	★(j)
Alaska	52,992	41	N.A.	★	...	...	(g)	★
Arizona	50,000	16	896,100	★	★	(e)	23,500(f)	★(j)
Arkansas	35,000	10	800,000	★	...	...	10,000	★
California	49,100	82.6	3,242,704	★	...	...	(f)	★(j)
Colorado	50,000	28.5	688,032	★	(d)	...	(g)	★
Connecticut	42,000	35	571,000	★	...	...	(h)	★
Delaware	35,000	17	568,200	★	...	★	13,600(f)	★
Florida	56,017	10	8,170,037	★	★	...	(h)	★
Georgia	52,750	25	N.A.	★	(d)	(e)	(h)	★
Hawaii	50,000	31	899,643	★	...	...	(g)	★
Idaho	40,000	21	355,000	★	★	...	(g)	★
Illinois	58,000	6	2,100,000(b)	★	★	★	155,000(f)	★
Indiana	30,000(k)	8	814,582	★	★	★	(g)	★
Iowa	55,000(k)	17	475,172	...	★	...	N.A.	★
Kansas	45,000	29	831,314	★	★	...	(g)	★
Kentucky	45,000	54	787,200	★	★	★	28,300	★
Louisiana	50,000	18	539,173	★	★	★	7,000	★
Maine	35,000	12	373,638	★	★	...	(h)	★
Maryland	60,000	78	2,013,698	★	★(d)	★	(h)	★
Massachusetts	60,000(a)	60	1,278,000	★	(d)	★	(h)	...
Michigan	65,000	60	2,200,000	★	(d)	...	10,000	★
Minnesota	62,000(a)	38	1,709,969	★	★	★	...	★
Mississippi	53,000	23	671,335	★	★	★	14,150	★
Missouri	37,500	33	851,458	★	★	(e)	(h)	★
Montana	37,500	20	689,776	★	★	...	60,000(f)	★
Nebraska	40,000	6	171,685	★	★	...	5,100	★
Nevada	50,000	13	482,444	★	(d)	...	23,000(f)	★
New Hampshire	44,520	19	806,206	...	...	(e)	10,000(f)	★
New Jersey	65,000	60	1,474,388	★	...	(e)	35,000(i)	★
New Mexico	40,000	21	614,400	★	★	★	43,000	★
New York	85,000	N.A.	6,800,000	★	★	★	(g)	★
North Carolina	50,085	57	1,220,479	★	★	★	65,881(f)	★
North Dakota	27,500(k)	13	309,149	★	(d)	...	2,400	★
Ohio	50,000	18	791,000	★	★	...	...	★(j)
Oklahoma	48,000	43	1,225,520	★	★	...	(g)	★
Oregon	50,372	23	(b)	★	(d)	...	...	...
Pennsylvania	66,000	70	2,860,000	★	★	...	(h)	★
Rhode Island	42,500	7	980,111	★	★	★	17,841(f)	...
South Carolina	60,000	15	680,593	★	★	★	...	★
South Dakota	37,000	8	400,000	★	(d)	...	(h)	★
Tennessee	68,226	26	1,008,400	★	★	★	205,400	★
Texas	71,400	4	2,932,538	...	★	...	(g)	★
Utah	40,000	11	325,000	★	(d)	...	13,000	★(j)
Vermont	41,000	12	418,100	★	...	...	(g)	...
Virginia	60,000	25	616,550	★	★	★	51,000	★
Washington	58,900	32	1,500,000	★	★	...	50,000(f)	★
West Virginia	50,000	45	1,048,099	★	★	★	N.A.	★
Wisconsin	65,801	35	958,500	★(c)	★	...	(g)	★
Wyoming	55,000	6	4,000,000	★	★	...	52,000(f)	★
Guam	50,000	25	862,000	★	...	...	40,000	★
Puerto Rico	35,000	15	4,940,000	★	...	...	72,000	★
Virgin Islands	52,000(a)	7	811,689	★	...	...	100,000(i)	★

N.A.—Not available.

(a) In Massachusetts, governor accepted a salary of $40,000 and donated $20,000 to charity; in Minnesota, governor accepted a salary of $58,000; in the Virgin Islands, governor accepted a salary of $45,000.

(b) In Illinois, the $2.1 million office budget is for 100 employees; in Oregon, the 1979-81 biennial budget is $2,284,130.

(c) Governor is provided with a van for a mobile office.

(d) Governor has access to state plane; in Maryland, governor has a yacht; in Massachusetts, governor has access to Mass. Aeronautics Commission rental; in Nevada, governor uses highway plane; in Oregon, governor pays state agency an hourly rate for plane; in Utah, governor's office is billed for each use of state plane.

(e) In Arizona, governor is provided with a helicopter for emergency use; in Georgia, governor has access to state helicopter; in Missouri, governor has access to State Highway Patrol helicopter; in New Hampshire, governor has access to National Guard helicopter; in New Jersey, governor has use of State Police helicopter.

(f) Travel allowance includes travel expenses for all staff; in Illinois, travel allowance is $155,000 for 100 employees.

(g) Travel allowance is flexible: in Alaska, governor is reimbursed per diem; in New York, governor is reimbursed for out-of-state travel expenses.

(h) Travel allowance is included in office budget.

(i) Contingency fund includes travel allowance.

(j) Governor does not occupy residence.

(k) In Indiana, governor receives an additional $6,000 for expenses; In Iowa, governor receives an additional $6,000 for expenses; in North Dakota, governor receives a $17,250 supplement.

Table 3
THE GOVERNORS: PROVISIONS AND PROCEDURES FOR TRANSITION

State	Legislation pertaining to gub. transition	Appropriations available to governor-elect	Gov.-elect participation in preparing state budget for coming fiscal year	Gov.-elect hires staff to assist during transition	State personnel made available to assist gov.-elect	Office space in bldgs. available to gov.-elect	Provisions for acquainting gov.-elect staff with office procedures and routine office functions	Provisions for transfer of info. (records, files, etc.)
Alabama	...	...	...	...	...	...	...	...
Alaska	...	...	...	...	...	●	...	●
Arizona	...	...	★	...	...	...	...	...
Arkansas	★	$60,000	★	★	...	●	...	...
California	★	228,000	★	★	★	★	●	●
Colorado	★	10,000	★	★	...	★	★	★
Connecticut	★	10,000	●	★	●	★	...	★
Delaware	★	10,000(a)	...	...	●	★	●	●
Florida	★	50,000	...	★	●	★	●	●
Georgia	★	★	●	●	●	●	●	●
Hawaii	★	50,000	★	...	★	★	★	★
Idaho	★	15,000	★	★	★	★	...	...
Illinois	★	...	★	★(b)	★(c)	★	★	★
Indiana	★	40,000	★	★	★	★	★	★
Iowa	★(d)	10,000	★	★	●(e)	...	★	★(f)
Kansas	★	Unspecified	★	...	★	...	...	...
Kentucky	★	Unspecified	★	★	★	★	★	★
Louisiana	...	10,000	★	★	...	★	●	●
Maine	★	5,000	★	★	★(g)	...	★	●
Maryland	...	50,000	★	★	★	★	★	★
Massachusetts	...	★	●	★	★	★	●	●
Michigan	...	...	...	...	...	...	●	●
Minnesota	★	25,000	★	★	★	●	●	●
Mississippi	★	25,000	★	★	★	★	★	★
Missouri	★	100,000	★	★	●	★	...	...
Montana	★	30,000	★(h)	★	★	★	★	★
Nebraska	...	30,000	★	★	...	...	...	...
Nevada	...	5,000	★	★	★	★	★	●
New Hampshire	★	5,000	★	★	★	★	★	...
New Jersey	★	50,000	★	★	★	★	●	★
New Mexico	★	8,000	★	★	●	★	●	●
New York	...	...	★	●	★	★	●	●
North Carolina	★	3,500(i)	★	★	★	★	●	●
North Dakota	...	3,000	...	★	●	★	●	★
Ohio	★	30,000	...	★	★	★	...	●
Oklahoma	★	10,000	★	★	...	●	...	...
Oregon	★	20,000	★	★	●	★	...	...
Pennsylvania	★	50,000(j)	...	★	●	★	★	...
Rhode Island	...	...	★	...	...	★	...	...
South Carolina	★	50,000	★	★	...	★	...	●
South Dakota	★	10,000	...	★	●	★	●	★
Tennessee	★	(k)	●	★	★	★	●	★
Texas	...	...	★(l)	★	●	...	...	●
Utah	...	5,000(m)	★	★	...	★	...	...
Vermont	...	12,800	★(n)	★	★	★	★	(o)
Virginia	...	...	...	★	★	★	★	★
Washington	★	40,000	...	★	●	...	...	●
West Virginia	...	...	...	...	...	●	●	...
Wisconsin	★	Unspecified	★	★	★	★	★	★
Wyoming	...	Unspecified(p)	★	★	...	...	...	...

Symbols:

... —No provisions or procedures.

★ —Formal provisions or procedures.

● —No formal provisions; occurs informally.

(a) Inaugural expenses are paid from this amount.

(b) On a contractual basis.

(c) Voluntary assistance.

(d) Pertains only to funds.

(e) Provided on an irregular basis.

(f) Arrangement for transfer of criminal files.

(g) Budget personnel.

(h) Can submit supplemental budget.

(i) In addition, $1,500 is made available for the lieutenant governor elect.

(j) $50,000 is allocated by statute; $100,000 was made available in 1979.

(k) Money made available from emergency and contingency funds.

(l) Outgoing governor and incoming governor present separate budgets to the legislature.

(m) Allocated from the governor's emergency fund.

(n) Responsible for the preparation of the budget; staff made available.

(o) Not transferred but use may be authorized.

(p) $10,000 was made available in 1979.

Table 4
THE LIEUTENANT GOVERNORS: QUALIFICATIONS AND TERMS*
(In years)

State or other jurisdiction	*Minimum age*	*State citizen*	*U.S. citizen*	*State resident*	*Qualified voter*	*Length of term*	*Maximum consecutive terms allowed*
Alabama	30	7	10	...	...	4	2
Alaska	30	...	7	7	(a)	4	...
Arizona(b)	25	5	10	...	...	4	...
Arkansas	30	...	(a)	7	...	2	...
California	18	5	5	5	(a)	4	...
Colorado	30	...	(a)	2	...	4	...
Connecticut	30	...	...	...	(a)	4	...
Delaware	30	...	12	6	...	4	...
Florida	30	...	...	7	(a)	4	...
Georgia	30	6	15	...	...	4	...
Hawaii	30	...	...	5	(a)	[illegible]	2
Idaho	30	...	(a)	2	...	4	...
Illinois	25	...	(a)	3	...	4	...
Indiana	30	...	5	5	...	4	...
Iowa	30	...	(a)	2	...	4	...
Kansas	...	...	...	...	...	4	2
Kentucky	30	6	...	6	...	4	0
Louisiana	25	5	5	5	(a)	4	...
Maine(c)	...	...	...	...	...	...	...
Maryland	30	5	5	5	5	4	...
Massachusetts	...	...	...	7	...	4	...
Michigan	30	...	...	...	4	4	...
Minnesota	25	...	(a)	1	...	4	...
Mississippi	30	...	20	5	...	4	...
Missouri	30	...	15	10	...	4	...
Montana	25	...	(a)	2	(a)	4	...
Nebraska	30	5	(a)	5	...	4	...
Nevada	25	...	...	2	(a)	4	2
New Hampshire(c)	...	...	...	...	...	...	...
New Jersey(c)	...	...	...	...	...	...	...
New Mexico	30	...	(a)	5	...	4	0
New York	30	...	(a)	5	...	4	...
North Carolina	30	...	5	2	...	4	2
North Dakota	30	...	(a)	5	(a)	4	...
Ohio	...	...	...	...	(a)	4	...
Oklahoma	31	...	(a)	...	10	4	...
Oregon(b)	...	...	...	...	...	4	2
Pennsylvania	30	...	(a)	7	...	4	2
Rhode Island	...	...	...	...	(a)	2	...
South Carolina	30	5	5	5	...	4	...
South Dakota	...	...	(a)	2	...	4	2
Tennessee(c)	...	...	...	...	...	...	...
Texas	30	...	(a)	5	...	4	...
Utah(b)	30	...	...	5	(a)	4	...
Vermont	...	...	...	4	...	2	...
Virginia	30	...	(a)	5	5	4	...
Washington	...	...	(a)	...	(a)	4	...
West Virginia(c)	...	...	...	...	...	...	...
Wisconsin	...	...	(a)	...	(a)	4	...
Wyoming(b)	25	...	(a)	...	(a)	4	...
American Samoa	35	...	(d)	5	...	4	2
Guam(e)	30	...	5	...	(a)	4	2
Puerto Rico(b)	35	5	5	(a)	...	4	...
Virgin Islands	30	...	...	...	(a)	4	2

---

*This table includes constitutional and some statutory qualifications.

(a) Required by constitution but number of years not specified.

(b) In Arizona, Oregon, Wyoming, and Puerto Rico the secretary of state is elected statewide and is first in line of succession to the governorship; for these reasons that individual is listed as a lieutenant governor although office not officially titled lieutenant governor. In Utah, the lieutenant governor and secretary of state are the same individual.

(c) The senate presidents (or speakers) in Maine, New Hampshire, New Jersey, Tennessee, and West Virginia are not considered to be lieutenant governors because they are selected from the senate membership rather than by statewide election. In Tennessee, the senate speaker bears the additional statutory title "Lieutenant Governor."

(d) U.S. citizen or National.

Table 5
THE LIEUTENANT GOVERNORS: POWERS AND DUTIES

State or other jurisdiction	Presides over senate	Appoints committees	Breaks roll-call ties	Assigns bills	Authority for governor to assign duties	Head of executive department	Serves when governor out of state
Alabama	★	★	★	★	...	...	★(a)
Alaska	...	★	...	...	★	★(b)	★
Arizona (c)	...	...	...	...	...	Secretary of State	★
Arkansas	★	...	★	...	...	...	★
California	★	...	★	...	★	...	★
Colorado	...	...	...	...	★	...	★
Connecticut	★	...	★	...	★	...	★
Delaware	★	...	★	...	...	...	...
Florida	...	...	...	...	★	Dept. of Administration	(e)
Georgia	★	(f)	...	★	★	...	...
Hawaii	...	...	...	...	★	★(b)	★
Idaho	★	...	★	...	★	...	★
Illinois	...	...	...	...	★	...	...
Indiana	★	...	★	...	★	Agriculture, Commerce & Planning	...
Iowa	★	★(g)	★(h)	★(g)	...	...	...
Kansas	...	...	...	...	★	...	★(i)
Kentucky	★	...	★	★	★	...	★
Louisiana	...	...	...	...	★	Board of Commerce & Industry	★
Maine (c)	...	...	...	...	...	...	...
Maryland	...	...	...	...	★	...	...
Massachusetts	...	...	...	...	★	...	★
Michigan	★	...	★	...	★(j)	...	★
Minnesota	...	...	...	...	★(j)	...	★
Mississippi	★	★(k)	★	★	...	...	★
Missouri	★	...	★(h)	...	...	...	★
Montana	...	...	...	...	★(j)	...	★(a)
Nebraska	★	...	★	...	★	...	★
Nevada	★	...	...	...	...	...	★
New Hampshire (c)	...	...	...	...	...	...	...
New Jersey (c)	...	...	...	...	...	...	...
New Mexico	★	...	★	★(l)	★	...	★
New York	★	...	★	...	★	...	★
North Carolina	★	★	★	★	★	...	★
North Dakota	★	★(m)	★	★	★	...	★
Ohio	...	★	...	...	★	...	...
Oklahoma	★	...	★	...	...	Tourism & Recreation	★
Oregon (c)	...	...	...	...	...	Secretary of State	...
Pennsylvania	★	...	★(h)	★	★	...	...
Rhode Island	★	...	★	★	...	...	★
South Carolina	★	★(n)	★	★	★	...	★(i)
South Dakota	★	...	★	★	★	...	★(o)
Tennessee (c)	...	...	...	...	...	...	...
Texas	★	★	★	★	...	...	★
Utah	...	...	...	...	★	...	★
Vermont	★	(f)	★	★	...	...	★
Virginia	★	...	★	...	★	...	...
Washington	★	★(d)	★(h)	★	★	...	★
West Virginia (c)	...	...	...	...	...	...	...
Wisconsin	★	...	★	★	★	...	★
Wyoming (c)	...	...	...	...	...	Secretary of State	★
American Samoa	...	...	...	...	★	...	★
Guam	...	...	...	...	★	Secretary of State	★
Puerto Rico (c)	...	...	...	...	★	Secretary of State	★
Virgin Islands	...	...	...	...	★	...	★

(a) After 20 days absence, except for Montana which is after 45 days.

(b) Performs the function generally granted to a secretary of state.

(c) No lieutenant governor, except in Tennessee where the speaker of the senate bears the additional statutory title "Lieutenant Governor."

(d) Subject to senate confirmation.

(e) Lieutenant governor does not serve as governor in his absence, but the governor leaves lieutenant governor in charge of operations of governor's office.

(f) The lieutenant governor is a member of the Committee on Committees which appoints the committees. In Georgia he is chairman.

(g) When the lieutenant governor is a member of the senate majority party.

(h) Except for final passage.

(i) Has authority to act in an emergency when the governor is absent from the state.

(j) May perform duties requested by the governor, but no power vested in the governor may be delegated.

(k) Except rules and legislative service committees.

(l) Only with sponsor's request.

(m) By tradition, the lieutenant governor appoints those persons suggested by the party leaders.

(n) Appoints study committees but not standing committees.

(o) Only when governor is continuously absent or suffers a temporary disability. The state supreme court must determine when such a situation exists.

Table 6
ATTORNEYS GENERAL AND SECRETARIES OF STATE: QUALIFICATIONS FOR OFFICE

	Attorneys General						*Secretaries of State*			
State	*Minimum age*	*U.S. citizen (years)*	*State resident (years)*	*Qualified voter*	*Licensed attorney (years)*	*Membership in the state bar (years)*	*Minimum age*	*U.S. citizen (years)*	*State resident (years)*	*Qualified voter*
Alabama	25	7	5	...	...	...	25	7	5	★
Alaska	...	★	...	...	...	...	(a)	(a)	(a)	(a)
Arizona	25	10	5	...	...	...	25	10	★	★
Arkansas	...	★	★	★(b)	...	...	...	...	★	★(b)
California	18	...	★	...	★(c)	★(c)	...	...	...	★(b)
Colorado	25	★	2	...	★	...	25	★	2	★
Connecticut	21	★	6 mos.	★	10	10	21	★	★	★
Delaware	...	...	...	...	...	...	...	...	...	...
Florida	30	★	7	★	5	5	30	★	7	★
Georgia	25	10	6	★	7	6	25	10	6	...
Hawaii	...	★	1	...	...	...	(a)	(a)	(a)	(a)
Idaho	30	★	2	★	★	★	25	★	2	...
Illinois	25	★	3	...	...	...	25	★	3	...
Indiana	...	★	★	★(b)	★	...	...	...	...	★(b)
Iowa	...	...	...	...	...	...	...	...	★	...
Kansas	...	...	...	...	...	...	...	...	...	...
Kentucky	30	2	2	...	8	2	30	...	2	...
Louisiana	25	5	5	★	5	5	25	5	5	★
Maine	...	...	...	...	...	...	...	...	...	...
Maryland	...	...	10	★(b)	10	10(d)	...	...	...	...
Massachusetts	...	★	7	★(b)	★	★	18	★	5	★
Michigan	18	★	30 days	★	★	★	...	★	30 days	★(b)
Minnesota	21	3 mos.	30 days	★	...	...	21	★	★	★
Mississippi	26	★	5	★	5	5	25	5	5	★
Missouri	...	...	...	...	...	...	...	★	1	...
Montana	25	★	2	...	5	5(d)	25	2	2	...
Nebraska	21(e)	...	★(d)	...	★(d)	...	18	★	★	...
Nevada	25	2	2	★	...	...	18	2	2	★
New Hampshire	...	...	...	...	★	★	...	...	...	...
New Jersey	18(f)	..	★	...	★	★	...	...	...	...
New Mexico	30	★	5	...	★	★	30	★	5	★
New York	30	★	5	...	...	...	...	...	...	...
North Carolina	21	★	30 days	★	...	...	21	★	...	★
North Dakota	25	★	★	★	...	...	25	...	30 days	★
Ohio	18	30 days	30 days	★	...	...	...	...	...	★(b)
Oklahoma	31	★	10	★	...	...	31	★	10	★
Oregon	...	...	...	★(b)	...	...	18	★	★	★
Pennsylvania (g)	30	★	7	★(d)	★(d)	★	...	...	...	...
Rhode Island	18	30 days	30 days	★	...	...	18	30 days	30 days	★
South Carolina	...	...	★	★(b)	...	...	21	★	1	★
South Dakota	...	★	★	★(b)	★	★	...	...	...	...
Tennessee	...	...	...	...	...	...	...	...	...	...
Texas	...	★	1	...	...	...	...	★	★	...
Utah	25	★	5	★	★	★	30(h)	...	5(h)	★(b,h)
Vermont	...	...	...	...	...	...	...	...	...	...
Virginia	...	...	★	★(b)	★	...	...	...	...	...
Washington	...	★	★	★(b)	★	★	...	★	★	★(b)
West Virginia	25	5	5	★	...	...	18	5	5	★
Wisconsin	...	...	...	...	...	...	...	...	...	...
Wyoming	...	...	★	...	4	4	25	★	★	★

(a) No secretary of state.

(b) Although there may be no specific requirement for minimum age of U.S. citizen, it can be inferred that the individual must be 18 years old and a U.S. citizen since he or she must be a qualified voter. In addition, some states have residency requirements to be a qualified voter and these can be found in the table, Qualifications for Voting on page 66.

(c) No statute specifically requires this, but the State Bar Act can be construed as making this a qualification.

(d) Implied.

(e) Implied, since the attorney general must represent the state in all legal matters and, therefore, must be an attorney. To be an attorney in Nebraska, one must be at least 21 years old.

(f) Implied, since the attorney general must be a practicing attorney and to be an attorney in New Jersey, one must be at least 18 years old.

(g) These qualifications will take effect for the first time with the attorney general entering office in 1981.

(h) Lieutenant governor and secretary of state are the same individual.

Table 7
SECRETARIES OF STATE: LEGISLATIVE, LICENSING, REGISTRATION, AND CUSTODIAL DUTIES

State or other jurisdiction	Legislative				Licensing and registration				Custodial duties				
	Opens legislative session(a)	Custodian or recorder of documents	Registers lobbyists	Engrosses & enrolls bills	Prepares extradition papers or warrants of arrest	Licenses professions	Registers charitable organizations	Commissions notaries public	Keeps records of lands of state	Files agency reports, rules & regulations	Administers uniform commercial code provisions	Files articles of incorporation for corporations	Collects taxes from corporations(g)
Alabama	...	...	...	...	★	...	★	...	★	★	★	★	...
Alaska (b)	★	...	★	★	...	...	...	★	...	...	...	★	...
Arizona	...	★	★	...	...	...	...	★	...	★	★	...	...
Arkansas	H	★	...	...	...	★	★	★	...	★	★	★	...
California	...	★	★	...	★	...	...	★	...	★	★	★	D, F
Colorado	...	...	★	...	...	...	★	★	...	★	★	★	D, F
Connecticut	S	★	★	...	...	...	...	★	...	★	★	★	D, F
Delaware	...	...	...	...	...	...	★	★	★	★	★	★	D, F
Florida	...	...	...	...	★	...	★	★	...	...	★	★	...
Georgia	...	...	★	...	...	★	★	★	★	★	...	★	...
Hawaii (b)	...	★	...	...	...	...	...	...	...	★	...	...	...
Idaho	...	★	★	...	...	...	★(d)	...	...	...	★	★	D, F
Illinois	H	★	★	...	★	...	★	★	★	...	★	★	D, F
Indiana	H	...	★	...	★	...	...	★	...	★	★	★	...
Iowa	...	★	...	...	...	...	★(d)	★	★	...	★	★	...
Kansas	★	★	★	...	...	...	★	★	★	...	★	★	D, F
Kentucky	...	...	...	★	★(e)	...	...	★	★	...	★	★	...
Louisiana	...	...	...	...	★(f)	...	...	...	...	...	...	★	D, F
Maine	...	...	★	★	★	...	★	★	...	...	★	★	...
Maryland	...	★	...	★	★	...	★	★	...	★	...	...	...
Massachusetts	...	★	★	...	★	...	★	★	...	...	★	★	...
Michigan	...	...	★	...	...	...	...	★	★	...	★	...	...
Minnesota	★	★	...	...	...	...	...	...	...	...	★	★	...
Mississippi	...	...	...	...	...	...	...	★	...	★	★	...	...
Missouri	★	★	...	...	★	...	★(d)	★	★	★	★	★	...
Montana	H	★	★	...	★	...	...	...	...	...	★	★	...
Nebraska	...	★	...	...	★	★	★	★	★	★	...	★	D, F
Nevada	★	...	...	...	...	...	★	★	★	...	★	★	D, F
New Hampshire	...	★	★	★	...	...	...	★	...	★	★	★	...
New Jersey	...	...	...	...	★	...	★	★	...	★	★	★	...
New Mexico	H	★	★	...	★	...	...	★	...	...	★	...	...
New York	...	★	...	...	...	★	★	★	★	★	★	★	...
North Carolina	H	★	★	...	...	...	...	★	...	...	★	★	...
North Dakota	...	★	★	...	★	...	★	★	...	...	★	★	...
Ohio	...	★	...	...	...	★	...	...	...	★	★	★	F
Oklahoma	...	★	...	...	★	★	★	★	...	★	...	★	F
Oregon	...	★	...	...	...	...	...	★	...	...	★	...	...
Pennsylvania	...	★	...	★	★	★	★	★	...	...	★	★	...
Rhode Island	...	★	★	...	...	...	...	★	...	...	★	★	...
South Carolina	...	★	★	...	...	...	...	★	...	★	★	...	...
South Dakota	★	★	★	...	★	...	★(d)	★	...	★	★	★	...
Tennessee	...	★	...	...	★	...	★	★	...	★	★	★	...
Texas	H	★	★	...	★	...	...	★	...	★	★	★	...
Utah (c)	S	★	★	★	★	...	★	★	★	...	★	★	...
Vermont	★	★	★	★	...	★	...	...	...	...	★	★	...
Virginia	...	...	★	...	★	...	...	★	...	...	...	...	...
Washington	...	★	...	...	...	...	★	...	...	...	...	★	D, F
West Virginia	★	★	...	★	★	...	★	★	...	★	★	★	...
Wisconsin	...	★	★	...	...	...	...	★	★	★	★	★	...
Wyoming	H	★	...	...	...	...	...	★	...	★	★	★	D, F
Puerto Rico	...	★	...	...	...	★	★	★	...	★	...	★	...

(a) In this column only: ★—Both houses; H—House; S—Senate.

(b) No secretary of state. Duties indicated are performed by lieutenant governor.

(c) Lieutenant governor and secretary of state are same individual.

(d) Only as corporations.

(e) On instructions from governor.

(f) Extradition only.

(g) D—Domestic; F—Foreign.

Table 8
SECRETARIES OF STATE: ELECTION AND PUBLICATION DUTIES

State or other jurisdiction	Election								Publication				
	Chief election officer	Registers political parties and determines ballot eligibility	Files nomination papers	Receives initiative or referendum petition	Submits constitutional amendments to voters	Issues certificates of nomination and election	Supplies election ballots or material to local officials	Files candidates' expense papers	State manual or directory	Session laws	State constitution	Statutes	Administrative rules and regulations
Alabama	★	★	★	...	★	★	...	★	...	★	...	...	...
Alaska (a)	★	★	★	★	★	★	★	★	...	★	★	...	★
Arizona	★	...	★	★	★	★	...	★	...	★	★	★	★
Arkansas	★	★	★	★	★	★	★	★	...	★	★	...	★
California	★	★	★(b)	★(b)	★	★(b)	★	★(b)	★	...	...	...	...
Colorado	★	★	★	★	★	★	...	★	...	...	★	...	★
Connecticut	★	★	★	...	★	★	★	★	★	★(h)	★	★(h)	★
Delaware	...	...	...	...	...	...	...	★	★	...	...	...	★
Florida	★	★	★	★	★	★	...	★	★	...	★	★	★
Georgia	★	★	★	...	★	★	★	★	★	★	★	★	★
Hawaii (a)	★	★	★	...	★	★	★	★	...	...	...	...	...
Idaho	★	★	★(c)	★	★	★(c)	★	★(c)	★	★	★	★	...
Illinois	...	...	...	...	★	...	...	...	★	★	★	...	★
Indiana	...	...	★	...	...	★	...	...	...	...	...	...	★
Iowa	★	...	★	..	★	★	...	★(d)	...	...	...	...	
Kansas	★	...	★	...	★	★	...	★	★	★	★	★(h)	★(h)
Kentucky	★	...	★	★	★	★	★	...	...	...	...	...	...
Louisiana	★	...	★(c)	...	...	...	★	★(d)	★	★	...	...	...
Maine	★	★	★	★	★	★	★	★(d)	...	...	★	...	★
Maryland	...	...	...	★	★	...	...	★	★	...	★	★	★
Massachusetts	★	★	★	★	★	★	★	...	★	★	★	★	★
Michigan	★	★	★	★	★	★(e)	...	★	...	...	★	...	...
Minnesota	★	★	★	...	★	★	★	★	★	★	...	...	★
Mississippi	...	...	...	...	...	★(e)	...	...	★	★	...	★	...
Missouri	★	★	★	★	★	★	★	★	★	★	★	...	★
Montana	★	...	★	★	★	...	...	★(d)	...	...	★	...	★
Nebraska	★	★	★	★	★	★	★	...	...	★	★	...	★
Nevada	★	★	★	★	★	★	★	★	...	...	...	...	★
New Hampshire	★	★	★	★	★	★(e)	★	★	★	...	★	...	...
New Jersey	★	...	★	★	...	★	...	...	★	...	★	★	★
New Mexico	★	★	★	★	★	★	★	★	...	★	★	...	★
New York	...	...	...	...	...	...	...	...	★	...	★	...	★
North Carolina	...	...	...	...	...	★(e)	...	...	★	★	★	★	...
North Dakota	★	...	★	★	★	★	...	...	★	★	★	★	★
Ohio	★	★	★	★	★	★	★	★	...	★	★	...	...
Oklahoma	...	★	...	★	★	...	...	★	...	★	★	★	★
Oregon	★	★	★	★	★	★	★	★	★	...	★	...	★
Pennsylvania	★	★	★	...	★	★(e)	...	★	...	...	...	...	...
Rhode Island	...	...	★	...	★	...	...	★	★	★	★	★	★
South Carolina	...	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	★	★	★(c)	★	★	★	...	★	...	...	★	...	...
Tennessee	...	★	★	★	...	★	★	...	★	★	★	★	★
Texas	★	★	...	...	...	★	...	★	...	★	...	★	...
Utah (f)	★	★	★	★	★	★	...	★	...	...	...	...	...
Vermont	★	★	★	...	★	★(e)	★	★	★	★	★	...	★
Virginia	...	...	...	...	...	...	...	...	★	...	...	...	...
Washington	★	★	★	★	★	★	★	...	...	★	★	...	...
West Virginia	★	★	★	★	★	★	...	★	...	...	...	...	★
Wisconsin	..	...	...	...	...	...	...	...	...	★	★	...	...
Wyoming	★	...	★	★	★	★(g)	★	★	★	...	★	...	...
Puerto Rico	...	...	...	...	...	...	...	...	...	...	★	★	★

(a) No secretary of state. Duties indicated are performed by lieutenant governor.

(b) On state level only.

(c) On state and federal level.

(d) On federal level only.

(e) Files certificates of election only.

(f) Lieutenant governor and secretary of state are same individual.

(g) Only nomination; governor issues certificates of election.

(h) Distribution only.

Table 9
PROSECUTORIAL AND ADVISORY DUTIES OF ATTORNEYS GENERAL

					Issues advisory opinions					*Reviews legislation*	
State or other jurisdiction	*Authority to initiate local prosecutions*	*May intervene in local prosecutions*	*May assist local prosecutor*	*May supersede local prosecutor*	*To state executive officials*	*To legislators*	*To local prosecutors*	*On the interpretation of statutes*	*On the constitutionality of bills or ordinances*	*Prior to passage*	*Before signing*
Alabama	A	A,D	A,D	...	★	★	★	★	★	★	...
Alaska	A	...	...	...	★	★	...	★	★	★	★
Arizona	B,D,F	B,D	B,D	B	★	★	★	★	★	★	...
Arkansas	...	D	D	...	★	★	★	★	★	★	★
California	A,E	A,D,E	A,B,D	A	★	★	★	★	★	★	★
Colorado	B,F	B	D,F(a)	B	★	★	★	★	★	★	★
Connecticut	...	...	...	...	★	...	...	★	★	★	★
Delaware	A	...	...	...	★	★	...	★	★	★	★
Florida	...	D	D	...	★	★	★	★	★	★	★
Georgia	A,B,F	A,B,D,G	A,B,D,F	B	★	★	★	★	...	★	★
Hawaii	E	...	C	A	★	★	...	★	★	★	★
Idaho	A,D,F	A	A,D	A	★	★	★	★	...	★	★
Illinois	A,D,F,G	...	A,D	...	★	★	★	★	★	...	...
Indiana	F(a)	...	A,D,E,F	G	★	★	...	★	★	...	★
Iowa	D,F	D	D	...	★	★	★	★	★	★	★
Kansas	B,C,D,F	D	D	F	★	★	★	★	★	★	★
Kentucky	B	B,D	B,D,F	G	★	★	★	★	★	★	...
Louisiana	G	G	D	G	★	★	★	★	★	★	★
Maine	A	A	A	A	★	★	...	★	★	★	★
Maryland	B,C,F	B,C,D	B,C,D	B,C	★	★	★	★	★	★	★
Massachusetts	A,B,C,E,F,G	A,B,C,D,E,G	A,B,C,D,F	A,B,C	★	★	...	★	★	★	★
Michigan	A	A	D	A	★	★	★	★	★	★	★
Minnesota	B	B,D,G	A,B,D	B	★	★	...	★	...	...	(c)
Mississippi	B,E,F	...	B,F	...	★	★	★	★	★	(c)	(c)
Missouri	F	...	B	...	★	★	★	★	...	★	★
Montana	C,F	A,B,C,D	A,B,C,D,F	A,C	★	★	★	★	★	...	...
Nebraska	A	A	A,D	A	★	★	★	★	★	...	...
Nevada	A,F	A,B,D	(d)	A,B	★	...	★	...	...	...	...
New Hampshire	A	A	A	A	★	...	...	★	★	★	★
New Jersey	A	A,B,D,G	A,D	A,B,D,G	★	★	★	★	★	★	★
New Mexico	A,B,E,F,G	B,D,G	D	B	★	★	★	...	...	★	★
New York	B,F	B	...	B	★	...	...	★	★	...	★
North Carolina	...	D	D	...	★	★	★	★	★	★	...
North Dakota	A,G	A,D	A,D	A	★	★	★	...	...	...	(c)
Ohio	B,C,F	B	...	B,C	★	★	★	★	...	★	★
Oklahoma	B,C	B,C	B,C	B,C	★	★	★	★	★	★	★
Oregon	B,F	B,D	B,D	B	★	★	★	★	★	(c)	(c)
Pennsylvania	A,D,G	D,G	D	G	★	...	...	★	...	★	★
Rhode Island	A	D	D	...	★	★	...	...	...	...	...
South Carolina	A	A,D	A,D	A	★	★	★	★	★	★	★
South Dakota	A(e)	A	A	A	★	★	★	★	...	★	★
Tennessee	...	...	D	...	★	★	★	★	★	★	★
Texas	F	...	D	...	★	...	★	★	★	★	★
Utah	E	E	B,E	E	★	...	★	★	★	...	★
Vermont	A	A	A	A	★	★	★	★	★	★	★
Virginia	B,F	A,B,D,F	B,D,F	B	★	★	★	★	★	★	★
Washington	B	B,D	D	B	★	★	★	★	★	★	★
West Virginia	...	...	D	...	★	★	★	★	★	(f)	(f)
Wisconsin	B,F	B,D	D	B(g)	★	★	★	★	★	(f)	(f)
Wyoming	B,D(b)	B,D	B,D	...	★	★	★	★	...	★	★
American Samoa	A,E	A,E	A,E	A,E	★	★	...	★	★	★	★
Guam	A	...	...	...	★	★	...	★	★	★	★
Puerto Rico	A	...	A	A,B	★	★	...	★	★	★	★

Key:
A—On own initiative.
B—On request of governor.
C—On request of legislature.
D—On request of local prosecutor.
E—When in the state's interest.
F—Under certain statutes for specific crimes.
G—On authorization of court or other body.

(a) Certain statutes provide for concurrent jurisdiction with local prosecutors.

(b) In connection with grand jury cases.

(c) Reviews only when requested by governor or legislature.

(d) Will prosecute as a matter of practice, when requested.

(e) Has concurrent jurisdiction with state's attorneys.

(f) No legal authority, but sometimes informally reviews laws at request of legislature.

(g) If the governor removes the district attorney for a cause.

Table 10
CONSUMER PROTECTION ACTIVITIES AND SUBPOENA AND ANTITRUST POWERS OF ATTORNEYS GENERAL

State or other jurisdiction	*May commence civil proceedings*	*May commence criminal proceedings*	*Represents the state before regulatory agencies*	*Administers consumer protection programs*	*Handles consumer complaints*	*Subpoena powers (a)*	*Antitrust duties*
Alabama	★	...	...	...	★	●	A, B
Alaska	★	★	...	★	★	●	B, C
Arizona	★	...	...	★	★	●	A, B, D
Arkansas	★	...	★	★	★	★	B, C, D
California	★	...	...	...	★	★	B, C, D
Colorado	★	★	★	★	★	●	A, B, C, D
Connecticut	★	...	★	★	...	●	A, B, D
Delaware	★	★	★	★	...	★	B, C
Florida	★	...	...	★	★	●	D
Georgia	★	★	★	...	...	★	B, C, D
Hawaii	...	...	★	...	...	★	B, C, D
Idaho	★	...	★	★	★	●	D
Illinois	★	...	...	★	★	●	A, B, D
Indiana	★	...	...	★	★	...	B, C, D
Iowa	★	★	★	★	★	●	A, B, C, D
Kansas	★	★	★	★	★	★	B, C, D
Kentucky	★	★	★	★	★	★(b)	A, B, D
Louisiana	★	...	★	...	★	★	B, C
Maine	★	★	★	★	★	●	B, C
Maryland	★	★	★	★	★	★	B, C, D
Massachusetts	★	★	★	★	★	●	B, C, D
Michigan	★	★	★	★	★	●	A, B, C, D
Minnesota	★	...	★	★	★	●	B, D
Mississippi	★	...	★	★	★	●	B, C
Missouri	★	...	...	...	★	●	A, B, C, D
Montana	★	★	★	...	...	★	B, C, D
Nebraska	★	★	★	★	★	●	A, B, C (c), D
Nevada	★	★	...	...	★	★	A, B, C, D
New Hampshire	★	★	★	...	★	●	B, C, D
New Jersey	★	★	★	★	★	★	A, B, C, D
New Mexico	★	★	★	★	★	...	A, B, C, D
New York	★	★	...	...	★	●	B, C, D
North Carolina	★	...	★	★	★	●	A, B, C, D
North Dakota	★	★	...	★	★	●	A, B
Ohio	★	★	★	★	★	★	B, C, D
Oklahoma	★	...	...	★	★	●	B, D
Oregon	★	★	★(b)	★	★	★	A, B, C, D
Pennsylvania	★	...	★	★	★	●	D
Rhode Island	★	★	★	★	★	●	A, B, C, D
South Carolina	★	★	★	...	★	●	A, B, C, D
South Dakota	★	★	...	★	★	●	A, B, C, D
Tennessee	★	...	...	★	★	●	A, B, D
Texas	★	...	★	★	★	●	B, D
Utah	★	...	★	...	★	★	A, B, D (d)
Vermont	★	★	★	★	★	★	A, B, C, D
Virginia	★	...	★	★(e)	★(e)	●	B, D
Washington	★	...	★	★	★	●	B, D
West Virginia	★	...	★	★	★	★	A, B, D
Wisconsin	★	...	★	★	★	...	B, C, D
Wyoming	★	...	...	★	★	...	...
American Samoa	★	★	★	...	...	★	...
Guam	★	★	★	★	★	●	B, D
Puerto Rico	...	...	★	...	...	●	A, B

Key:

A—Has parens patriae authority to commence suits on behalf of consumers in state antitrust damage actions in state courts.

B—May initiate damage actions on behalf of state in state courts.

C—May commence criminal proceedings.

D—May represent cities, counties, and other governmental entities in recovering civil damages under federal or state law.

(a) In this column only, ★ indicates broad powers and ● indicates limited powers.

(b) When permitted to intervene.

(c) Attorney general has exclusive authority.

(d) Opinion only, since there are no controlling precedents.

(e) Attorney general handles legal matters only with no administrative handling of complaints.

Table 11
DUTIES TO ADMINISTRATIVE AGENCIES AND MISCELLANEOUS DUTIES OF ATTORNEYS GENERAL

			Duties to administrative agencies							
					Conducts litigation					
State or other jurisdiction	*Serves as counsel for state*	*Appears for state in criminal appeals*	*Issues official advice*	*Interprets statutes or regulations*	*In behalf of agency*	*Against agency*	*Prepares or reviews legal documents*	*Represents the public before the agency*	*Involved in rule-making*	*Reviews rules for legality*
Alabama	A, B, C	★(a)	★	★	...	★	...	...	...	★
Alaska	A, B*, C	★	★	★	★	...	★	...	★	★
Arizona	A, B, C	★	★	★	★	★	★	...	★	★
Arkansas	A, B, C	★(a)	★	★	★	...	★	★	★	★
California	A, B, C	★(a)	★	★	★	★	★	...	...	...
Colorado	A, B, C	★(a)	★	★	★	★	★	...	★	★
Connecticut	A, B, C	...	★	★	★	...	★	...	★	★
Delaware	A, B, C	★(a)	★	★	★	★	★	★	★	★
Florida	A, B, C	★(a)	★	★	★	...	★	★	★	★
Georgia	A, B, C	★(b, c)	★	★	★	★	★	...	★	★
Hawaii	A, B*	...	★	★	★	★	★	...	★	★
Idaho	A, B, C	★(a)	★	★	★	★	★	...	★	★
Illinois	A, B*, C	★(b, c, d)	★	★	★	★	...	★	...	...
Indiana	A, B, C	★(a)	★	★	★	...	★	...	★	★
Iowa	A, B, C	★(a)	★	★	★	★	★	...	...	★
Kansas	A, B, C	★(a)	★	★	★	★	★	...	...	★
Kentucky	A, B*, C	★	★	★	★	★	★	...	★	★
Louisiana	A, B, C	★(c)	★	★	★	★	★	...	★	★
Maine	A, B, C	★(b, e)	★	★	★	...	★	...	★	★
Maryland	A, B, C	★	★	★	★	★(b)	★	★	★	★
Massachusetts	A, B, C	★(b, c)	★	★	★	★	★	★	★	★
Michigan	A, B, C	★(b, c, e)	★	★	★	...	★	★	★	★
Minnesota	A, B, C	★(c)	★	★	★	★	★	★	...	★
Mississippi	A, B, C	★	★	★	★	...	★	...	★	★
Missouri	A, B, C	★	★	★	★	...	★	...	★	★
Montana	A, B, C	★	★	★	★	...	★	...	★	★
Nebraska	A, B, C	★	★	★	★	★	★	...	...	★
Nevada	A, B, C	★(e)	★	★	★	...	★	★	★	★
New Hampshire	A, B, C	★(a)	★	★	★	★	★	★	★	★
New Jersey	A, B, C	★(e)	★	★	★	★	★	...	★	★
New Mexico	A, B, C	★(a)	★	★	★	★	★	★	★	★
New York	A, B, C	...	★	★	★	...	...	★	...	...
North Carolina	A, B, C	★	★	★	★	★	★	★	★	★
North Dakota	A, B, C	★(b)	★	★	★	...	★	...	★	★
Ohio	A, B, C	...	★	★	★	★	★	★	...	★
Oklahoma	A, B, C	★(b)	★	★	★	★	★	★	★	★
Oregon	A, B, C	★	★	★	★	...	★	...	★	★
Pennsylvania	A, B, C	★(c)	★	★	★	...	★	...	★	★
Rhode Island	A, B, C	★(a)	★	★	★	...	★	★	★	★
South Carolina	A, B, C	★(e)	★	★	★	...	★	...	★	★
South Dakota	A, B, C	★(a)	★	★	★	...	★	...	★	★
Tennessee	A, B, C	★	★	★	★	...	★	...	★	★
Texas	A, B, C	★(c)	★	★	★	★	★	★	★	★
Utah	A, B, C	★(a)	★	★	★	★	★	★	★	★
Vermont	A, B, C	★(b)	★	★	★	★	★	...	...	★
Virginia	A, B, C	★(a)	★	★	★	★	★	★	★	★
Washington	A, B, C	★(c, g)	★	★	★	★	★	★	★	★
West Virginia	A, B, C	★(a)	★	★	★	★(g)	★	★	★	...
Wisconsin	A, B, C	★(a)	★	★	★	★	★	★(b)	★	...
Wyoming	A, B, C	★(a)	★	★	★	...	★	...	★	★
American Samoa	A, B, C	★(a)	★	★	★	...	★	...	★	★
Guam	A, B*	★(f)	★	★	★	★	★	...	★	★
Puerto Rico	A, B, C	★	★	...	★	...	...	...	★	★

Key:

A—Defend state law when challenged on federal constitutional grounds.

B—Conduct litigation on behalf of state in federal and other states' courts.

C—Prosecute actions against another state in U.S. Supreme Court.

*Only in federal courts.

(a) Attorney general has exclusive jurisdiction.
(b) In certain cases only.
(c) When assisting the local prosecutor in the appeal.
(d) In certain courts only.
(e) Can appear on own discretion.
(f) Because there are no local prosecutors.
(g) If authorized by the governor.

Table 12
STATE CABINET SYSTEMS

	Authorization for cabinet system				Criteria for membership					
State	Statute	Constitution	Governor	Tradition	Appointed to specified office	Election to specified office	Gubernatorial appointment regardless of office	Number of members in cabinet (including governor)	Frequency of cabinet meetings	Open cabinet meetings
Alabama	...	...	...	★	...	...	★	25	Gov.'s discretion	Yes
Alaska	...	...	★	...	★	...	...	16	At least every other week	No
Arizona	...	...	...	...	...	...	...	...	...	...
Arkansas	★	...	...	...	★	...	...	17	Gov.'s discretion	No
California	...	...	★	...	★	...	★	9	Gov.'s discretion	No
Colorado	...	★	...	...	★	...	...	19	Every other month	No
Connecticut	★	...	...	...	★	...	...	15	Gov.'s discretion	Yes(h)
Delaware	★	...	...	...	...	...	★(a)	12	Monthly	Yes
Florida	...	★	...	...	...	★	...	6	Every other week	Yes
Georgia	...	...	★	...	...	...	★	28	Monthly	No
Hawaii	★	...	...	...	★	...	...	18	Gov.'s discretion	No
Idaho	...	...	★	...	...	...	★	13	Weekly	No
Illinois	...	...	...	★	★	...	...	21	Gov.'s discretion	Yes
Indiana	...	...	...	...	...	...	...	...	...	...
Iowa	★	...	...	...	...	★	...	5	Weekly	Yes(i)
Kansas	...	...	★	...	...	...	★	15(b)	Monthly(c)	(d)
Kentucky	★	...	...	...	★	...	...	10	At least every other month	Yes(j)
Louisiana	★	...	...	...	★	...	...	21	Gov.'s discretion	Yes
Maine	★	...	...	...	...	...	★(a)	22	Monthly	(d)
Maryland	★	...	...	...	★(a)	...	...	22	Gov.'s discretion	No
Massachusetts	★	...	...	...	★	...	★	13	At least weekly	No
Michigan	...	...	...	...	...	...	...	...	...	...
Minnesota	...	...	...	...	...	...	...	...	...	...
Mississippi	...	...	★	...	...	...	★	6	Gov.'s discretion	No
Missouri	...	...	...	...	...	...	...	...	...	...
Montana	...	...	★	...	★	...	...	17	3-4 times a year	Yes
Nebraska	...	...	...	...	...	...	...	...	...	...
Nevada	...	...	...	...	...	...	...	...	...	...
New Hampshire	...	...	...	...	...	...	...	...	...	...
New Jersey	...	★	...	...	★	...	...	19	Gov.'s discretion(e)	No
New Mexico	★	...	...	...	★	...	...	12	Gov.'s discretion	Yes
New York	...	...	...	★	★	...	...	22	Gov.'s discretion	Yes(h)
North Carolina (f)	...	...	★	...	...	...	★	9	Weekly	No
North Dakota	...	...	...	...	...	...	...	...	...	...
Ohio	★	...	...	...	★	...	★	22	Gov.'s discretion	(d)
Oklahoma	...	...	★	...	...	...	★	9	Monthly	Yes
Oregon	...	...	★	...	...	...	★	12	Weekly	No
Pennsylvania	★	...	...	...	★	★	...	20	Gov.'s discretion	Yes(k)
Rhode Island	...	...	★	...	★	...	...	17	Every 4-6 weeks	No
South Carolina	...	...	...	...	...	...	...	...	...	...
South Dakota	...	...	★	...	★	...	★	23	Every other week(c)	No
Tennessee	...	...	...	★	★	...	...	21	Gov.'s discretion	Yes
Texas	...	...	...	...	...	...	...	...	...	...
Utah	...	...	...	(g)	(g)	...	...	(g)	Gov.'s discretion	Yes
Vermont	...	...	★	...	...	...	★	17	Gov.'s discretion	No
Virginia	★	...	...	...	...	...	★	7	Usually monthly	No
Washington	...	...	★	...	...	...	★	(l)	Gov.'s discretion	No
West Virginia	...	...	...	...	...	...	...	...	...	...
Wisconsin	...	...	...	...	...	...	...	...	...	...
Wyoming	...	...	...	...	...	...	...	...	...	...

(a) With the consent of the senate.

(b) Typically about 15.

(c) Weekly during the legislative session.

(d) In practice the media and others do not attend but cabinet meetings have not been formally designated closed.

(e) Usually every other week.

(f) North Carolina constitution provides for a Council of State made up of the state elective administrative officials. This body makes policy decisions for the state while the cabinet acts more in an advisory function.

(g) Utah does not have a formal cabinet system. The governor does, however, meet periodically with 3 separate groups which are called informal cabinets or interdepartmental coordinating groups. These are called together on the authority of the governor and are made up of department heads. They are: Human Services Group—9 members; Economic and Fiscal Development Group—13 members; and Regulatory Group—10 members.

(h) Except when in executive session.

(i) Except when closed meeting is called for in the law.

(j) With some restrictions.

(k) Except when in policymaking session.

(l) Washington does not have a formal cabinet system, but the governor meets periodically with various cabinet heads or other advisors.

Table 13
CONSTITUTIONAL AND STATUTORY ELECTIVE ADMINISTRATIVE OFFICIALS*

State or other jurisdiction	*Governor*	*Lt. governor*	*Secretary of state*	*Attorney general*	*Treasurer*	*Auditor*	*Controller*	*Education*	*Agriculture*	*Labor*	*Insurance*	*Mines*	*Land*	*University regents*	*Board of education*	*Public utilities commission*	*Executive council*	*Miscellaneous*	*Total agencies*	*Total officials*
Alabama	C	C	C	C	C	C	...	...	C(a)	...	...	...	...	...	C8	S3	...	......	9	18
Alaska	C	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	......	1(p)	2
Arizona	C	...	C	C	C	...	...	C	...	...	...	C	...	...	...	C3	...	......	7	9
Arkansas	C	C	C	C	C	C	...	...	...	...	...	...	C	...	...	...	...	......	7	7
California	C	C	C	C	C	...	C	C	...	...	...	...	...	...	...	...	...	Board of Equalization—C4(b)	8	11
Colorado	C	C	C	C	C	...	...	...	...	...	...	...	...	C9	C5	...	...	......	7	19
Connecticut	C	C	C	C	C	...	C	...	...	...	...	...	...	...	...	...	...	......	6	6
Delaware	C	C	...	C	C	C	...	...	...	...	C	...	...	...	...	...	...	......	6	6
Florida	C	C	C	C	C(c)	...	C	C	C	...	(c)	...	...	...	(d)	...	...	......	8	8
Georgia	C	C	C	C	...	...	C	C	C	C	(e)	...	...	...	...	C5	...	......	9	13
Hawaii	C	C	...	...	...	...	...	...	...	...	...	...	...	...	C13	...	...	......	3	15
Idaho	C	C	C	C	C	C	...	C	...	...	...	...	...	...	...	...	...	......	7	7
Illinois	C	C	C	C	C	...	C	...	...	...	...	...	...	...	...	...	...	Bd. of Trustees, Univ. of Ill.—S9(n)	7	15
Indiana	C	C	C	S	C	C	...	S	...	...	...	...	...	...	...	...	...	......	7	7
Iowa	C	C	C	C	C	C	...	...	S	...	...	...	...	...	...	...	...	......	7	7
Kansas	C	C	C	C	S	...	...	...	...	...	S	...	...	...	C10	...	...	......	7	16
Kentucky	C	C	C	C	C	C	...	C	C	...	...	...	(k)	...	...	...	...	Railroad Commission—C3	9	11
Louisiana	C	C	C	C	C	...	...	C	C	...	C	...	...	...	C8(l)	C5	...	Elections commissioner	11	22
Maine	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	......	1	1
Maryland	C	C	...	C	...	...	C	...	...	...	...	...	...	...	...	...	...	......	4	4
Massachusetts	C	C	C	C	C	C	...	...	...	...	...	...	...	...	...	...	C8	......	7	14
Michigan	C	C	C	C	...	...	...	...	...	...	...	...	...	C24(f)	C8(g)	...	...	......	8	36
Minnesota	C	C	C	C	C	C	...	...	...	...	...	...	...	...	...	...	...	......	6	6
Mississippi	C	C	C	C	C	C	...	C	S(h)	...	S	...	S	...	...	S3	...	Highway Commission—S3	12	16
Missouri	C	C	C	C	C	C	...	...	...	...	...	...	...	...	...	...	...	......	6	6

Montana	C	C	C	C	...	C	...	C	...	...	(o)	...	...	...	...	S5	...	......	7	11
Nebraska	C	C	C	C	C	C	...	...	...	...	...	...	...	C8	C8	C5	...	......	9	27
Nevada	C	C	C	C	C	...	C	...	...	...	...	...	...	C9	S9	...	...	......	8	24
New Hampshire	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	C5	......	2	6
New Jersey	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	......	1	1
New Mexico	C	C	C	C	C	C	...	...	...	...	...	...	C	...	C10	...	...	Corporation Commission—C3	9	20
New York	C	C	...	C	...	...	C	...	...	...	...	...	...	...	...	...	...	......	4	4
North Carolina	C	C	C	C	C	C	...	C	C	C	C	...	...	...	...	...	...	......	10	10
North Dakota	C	C	C	C	C	C	...	C	C	S(i)	C	...	...	...	...	C3	...	Tax commissioner—C	12	14
Ohio	C	C	C	C	C	C	...	...	...	...	...	...	...	...	C23	...	...	......	7	29
Oklahoma	C	C	...	C	C	C	...	C	...	...	C	...	...	...	...	C3	...	......	8	10
Oregon	C	...	C	S	C	...	...	C	...	S	...	...	...	...	...	...	...	......	6	6
Pennsylvania	C	C	...	C	C	C	...	...	...	...	...	...	...	...	...	...	...	......	5	5
Rhode Island	C	C	C	C	C	...	...	...	...	...	...	...	...	...	...	...	...	......	5	5
South Carolina	C	C	C	C	C	...	C	C	S	...	...	...	...	...	...	...	...	Adjutant & inspector general—C	9	9
South Dakota	C	C	C	C	C	C	...	...	...	...	...	...	C	...	...	S3	...	......	8	10
Tennessee	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	S3	...	......	2	4
Texas	C	C	...	C	C	...	C	...	S	...	...	...	C	...	S24	...	...	Railroad Commission—C3	9	34
Utah	C	S(j)	C(j)	C	C	C	...	...	...	...	...	...	...	...	C11	...	...	......	6	16
Vermont	C	C	C	S	C	C	...	...	...	...	...	...	...	...	...	...	...	......	6	6
Virginia	C	C	...	C	...	...	...	...	...	...	...	...	...	...	...	...	...	......	3	3
Washington	C	C	C	C	C	C	...	C	...	...	S	...	C	...	...	...	...	......	9	9
West Virginia	C	...	C	C	C	C	...	...	C	...	...	...	...	...	...	...	...	......	6	6
Wisconsin	C	C	C	C	C	...	...	C	...	...	...	...	...	...	...	...	...	......	6	6
Wyoming	C	...	C	...	C	C	...	C	...	...	...	...	...	...	...	...	...	......	5	5
Guam	C	C	...	...	...	...	...	...	...	...	...	...	...	...	S11(m)	...	...	Village Commissioners—S16	4	29
Puerto Rico	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	......	1	1
Virgin Islands	C	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	......	2	2

*Includes only officials who are popularly elected.

Symbols: C—Constitutional; S—Statutory; numbers indicate number of officials.

(a) Commissioner of agriculture and industries.

(b) Plus controller, ex officio.

(c) The state treasurer also serves as insurance commissioner.

(d) Governor and cabinet ex officio.

(e) Comptroller general is ex officio insurance commissioner.

(f) Three universities with eight regents each.

(g) Plus governor and superintendent of public instruction, ex officio, nonvoting.

(h) Commissioner of agriculture and commerce.

(i) The constitution provides for a secretary of agriculture and labor. If the legislature provides for a secretary of labor, which it has, then it must be a separate and distinct office. The secretary of agriculture and labor then becomes just the secretary of agriculture. Therefore the constitution does provide for a secretary of labor, as do the statutes.

(j) Lieutenant governor and secretary of state are the same individual.

(k) Secretary of state holds this office.

(l) Eight elective members, three appointive.

(m) Elected school board, by districts.

(n) Plus governor, ex officio.

(o) State auditor is also insurance commissioner.

(p) Lieutenant governor's office is part of governor's office.

Table 14
CONSTITUTIONAL AND STATUTORY PROVISIONS FOR LENGTH AND NUMBER OF TERMS OF ELECTED STATE OFFICIALS*

State	*Governor*	*Lieut. governor*	*Secretary of state*	*Attorney general*	*Treasurer*	*Auditor*	*Controller*	*Education*	*Agriculture*	*Labor*	*Insurance*	*Mines*	*Land*	*Univ. regents*	*Bd. of education*	*Public util. comm.*	*Exec. council*	*Miscellaneous*
Alabama	4(2)	4(2)	4(2)	4(2)	4(2)	4(2)	...	...	4(2)	...	...	...	...	...	4(I)	4(U)	...	...
Alaska	4(2)[i]	4(I)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Arizona	4(U)	...	4(U)	4(U)	4(O)[a]	...	...	4(U)	...	...	...	2(U)	...	...	...	6(U)	...	...
Arkansas	2(U)	2(U)	2(U)	2(U)	2(U)	2(U)	...	...	...	...	...	...	2(U)	...	...	...	...	...
California	4(U)	4(U)	4(U)	4(U)	4(U)	...	4(U)	4(U)	...	...	...	...	...	...	...	...	...	Bd. of Equalization—4(U)
Colorado	4(U)	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	...	...	6(U)	6(U)	...	...	...
Connecticut	4(U)	4(U)	4(U)	4(U)	4(U)	...	4(U)	...	...	...	...	...	...	...	...	...	...	...
Delaware	4(2)[b]	4(U)	...	4(U)	2(U)	2(U)	...	...	...	...	4(U)	...	...	...	...	...	...	...
Florida	4(2)	4(U)	4(U)	4(U)	4(U)	...	4(U)	4(U)	4(U)	...	[k]	...	...	...	[c]	...	...	...
Georgia	4(2)	4(U)	4(U)	4(U)	...	...	4(U)	4(U)	4(U)	4(U)	[d]	...	...	...	...	6(U)	...	...
Hawaii	4(2)[i]	4(2)[i]	...	...	...	...	...	...	...	...	...	...	...	...	4(I)	...	...	...
Idaho	4(U)	4(U)	4(U)	4(U)	4(U)	4(U)	...	4(U)	...	...	...	...	...	...	...	...	...	...
Illinois	4(U)	4(U)	4(U)	4(U)	4(U)	...	4(U)	...	...	...	...	...	...	...	...	...	...	Bd. of Trustees, Univ. of Illinois—6(U)
Indiana	4(2)	4(U)	4(2)[e]	4(2)	4(2)[e]	4(2)[e]	...	4(U)	...	...	...	...	...	...	...	...	...	...
Iowa	4(I)	4(I)	4(I)	4(I)	4(I)	4(I)	...	...	4(I)	...	...	...	...	...	...	...	...	...
Kansas	4(2)	4(2)	4(U)	4(U)	4(U)	...	...	...	...	...	4(U)	...	...	...	4(U)	...	...	...
Kentucky	4(O)	4(O)	4(O)	4(O)	4(O)	4(O)	...	4(O)	4(O)	...	...	...	[f]	...	...	...	...	Railroad Commission—4(U)
Louisiana	4(2)	4(U)	4(U)	4(U)	4(U)	...	...	4(U)	4(U)	...	4(U)	...	...	...	6(U)	6(U)	...	Elections commissioner—4(U)
Maine	4(2)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Maryland	4(2)	4(U)	...	4(I)	...	...	4(U)	...	...	...	...	...	...	...	...	...	...	...
Massachusetts	4(U)	4(U)	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	...	...	...	...	2(U)	...
Michigan	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	...	...	...	8(U)	8(U)	...	...	...
Minnesota	4(U)	4(U)	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	...	...	...	...	...	...
Mississippi	4(O)	4(U)	4(U)	4(U)	4(O)	4(U)	...	4(U)	4(U)	...	4(U)	...	4(U)	...	...	4(U)	...	Highway Commission—4(U)
Missouri	4(2)[b]	4(U)	4(U)	4(U)	4(2)[b]	4(I)	...	...	...	...	...	...	...	...	...	...	...	...
Montana	4(U)	4(U)	4(U)	4(U)	...	4(U)	...	4(U)	...	...	[l]	...	...	...	...	4(U)	...	...
Nebraska	4(2)	4(U)	4(U)	4(U)	4(2)[g]	4(U)	...	...	...	...	...	...	...	6(I)	4(U)	6(U)	...	...
Nevada	4(2)	4(I)	4(U)	4(U)	4(U)	...	4(U)	...	...	...	...	...	...	6(U)	4(U)	...	...	...
New Hampshire	2(U)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2(I)	...
New Jersey	4(2)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
New Mexico	4(O)[h]	4(O)[h]	4(O)[h]	4(O)[h]	4(O)[h]	4(O)[h]	...	...	...	...	...	...	4(O)[h]	...	6(U)	...	...	Corporation Commission—6(U)
New York	4(U)	4(U)	...	4(U)	...	...	4(U)	...	...	...	...	...	...	...	...	...	...	...
North Carolina	4(2)[b]	4(2)[b]	4(U)	4(U)	4(U)	4(U)	...	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	...
North Dakota	4(U)	4(U)	4(U)	4(U)	4(2)	4(U)	...	4(U)	4(U)	4(U)	4(U)	...	...	...	...	6(U)	...	Tax commissioner—4(U)
Ohio	4(2)[i]	4(U)	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	...	...	6(I)	...	...	...

Oklahoma	4(2)	4(U)	...	4(I)	4(I)	4(I)	...	4(I)	...	...	4(U)	...	...	...	...	6(U)	...	...
Oregon	4(2)[e]	...	4(2)[e]	4(U)	4(2)[e]	...	...	4(U)	...	4(U)	...	...	...	...	...	...	...	...
Pennsylvania	4(2)	4(2)	...	4(2)	4(2)	4(2)	...	...	...	...	...	...	...	...	...	...	...	...
Rhode Island	2(U)	2(U)	2(U)	2(U)	2(U)	...	...	...	...	...	...	...	...	...	...	...	...	...
South Carolina	4(O)	4(U)	4(U)	4(U)	4(U)	...	4(U)	4(U)	4(U)	...	...	...	...	...	...	...	...	Adjutant & inspector general—4(U)
South Dakota	4(2)	4(2)	4(U)	4(U)	4(U)	4(U)	...	...	...	...	...	...	4(U)	...	...	6(U)	...	...
Tennessee	4(2)[i]	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6(U)	...	...
Texas	4(U)	4(U)	...	4(U)	4(U)	...	4(U)	...	4(U)	...	...	...	4(U)	...	6(I)	...	...	Railroad Commission—6(U)
Utah	4(U)	4(U)	[j]	4(U)	4(O)	4(O)	...	...	...	...	...	...	...	...	4(U)	...	...	...
Vermont	2(U)	2(U)	2(U)	2(U)	2(U)	2(U)	...	...	...	...	...	...	...	...	...	...	...	...
Virginia	4(O)	4(I)	...	4(I)	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Washington	4(U)	4(U)	4(U)	4(U)	4(U)	4(U)	...	4(U)	...	...	4(I)	...	4(U)	...	...	...	...	...
West Virginia	4(2)	...	4(U)	4(I)	4(I)	4(I)	...	...	4(I)	...	...	...	...	...	...	...	...	...
Wisconsin	4(U)	4(U)	4(U)	4(U)	4(U)	...	...	4(U)	...	...	...	...	...	...	...	...	...	...
Wyoming	4(U)	...	4(U)	...	4(O)	4(U)	...	4(U)	...	...	...	...	...	...	...	...	...	...

---

*First entry refers to number of years per term. Second entry (in parentheses) refers to number of terms.

Symbols:

(U)—No provision for number of terms allowed.
(O)—Cannot succeed himself.
(I)—May hold office for unlimited number of terms.

[a] Must wait 2 years before being eligible again.
[b] Absolute 2-term limit, not necessarily consecutive.
[c] Governor and Cabinet ex officio.
[d] Comptroller general is ex officio insurance commissioner.
[e] Eligible for 8 out of 12 years.
[f] Secretary of state holds this office.
[g] After 2 consecutive terms, must wait 2 years before being eligible again.
[h] Must wait 1 full term before being eligible for any office, with the exception of lieutenant governor who is eligible immediately for the office of governor.
[i] After 2 consecutive terms, must wait 4 years before being eligible again.
[j] Lieutenant governor and secretary of state are the same individual.
[k] State treasurer also serves as insurance commissioner.
[l] State auditor is also insurance commissioner.

Table 15
QUALIFICATIONS FOR ELECTION TO STATE OFFICE*

	Governor and lieutenant governor				Legislature					
					Age		State resident (years)			
State or other juridsiction	Age	U.S. citizen (years)	State citizen/ resident (years)	Other	House	Senate	House	Senate	District resident, house & senate (years)	Other
Alabama	30	10	7(a)	...	21	25	3	3	1	...
Alaska	30	7	7	(b)	21	25	3	3	1	(b)
Arizona†	25	10	5(a)	...	25	25	3	3	1	(c)
Arkansas	30	(d)	7	...	21	25	2	2	1	(c)
California	(b)	5	5	(b)	(b)	(b)	3	3	1	(b, c)
Colorado	30	(d)	2	...	25	25	...	...	1	(c)
Connecticut	30	...	...	(b)	21	21	...	...	(e)	(b)
Delaware	30	12	6	...	24	27	3	3	1	...
Florida	30	...	7	(b)	21	21	2	2	(e)	(b)
Georgia	30	15	6(a)	...	21	25	2	4	1	(c)
Hawaii	30	...	5	(b)	Age of	(f)	3	3	...	(b)
Idaho	30	(d)	2	...	(b)	(b)	...	...	1	(b, c)
Illinois	25	(d)	3	...	21	21	...	...	2(g)	(c)
Indiana	30	5	5	...	21	25	2	2	1	(c)
Iowa	30	(d)	2	...	21	25	1	1	60 da.	(c)
Kansas(h)	...	...	...	...	(b)	(b)	...	...	(e)	(b)
Kentucky	30	...	6(i)	...	24	30	2	6	1	(a)
Louisiana	25	5	5	(b)	18	18	2	2	1	(b)
Maine†	30	15	5	(j)	21	25	1	1	3 mo.	(a, c)
Maryland	30	...	5	(b)	21	25	1	1	(k)	(c)
Massachusetts	...	...	7	...	...	...	...	5	(e)	...
Michigan	30	...	...	(b)	21	21	...	...	(e)	(b, c, l)
Minnesota	25	(d)	1	...	(b)	(b)	1	1	6 mo.	(b)
Mississippi	30	20	5	...	21	25	4	4	2	(b)
Missouri	30	15	10	...	24	30	2	3	1	(b)
Montana	25	(d)	2	(b, m, n)	18	18	1	1	6 mo. (o)	(b, m, n)
Nebraska	30	(d)	5(i)	...	U	21	U	...	1	(b)
Nevada	25	...	2	(b)	(p)	(p)	(p)	(p)	...	(b)
New Hampshire†	30	...	7	...	18	30	2	7	(e)	...
New Jersey†	30	20	7	...	21	30	2(a)	4(a)	1	(b)
New Mexico	30	(d)	5	...	21	25	...	...	(e)	...
New York	30	(d)	5	...	...	...	5	5	1	(c)
North Carolina	30	5	2	...	(q)	25	...	2	1	(b)
North Dakota	30	(d)	5	(b)	18	18	1	1	(e)	(b)
Ohio(h)	(b)	...	...	(b, r)	(b)	(b)	...	...	1	(b, r)
Oklahoma	31	(d)	...	(b)	21	25	...	...	(e)	(b, l)
Oregon†	30	(d)	3	...	21	21	...	...	1	(c)
Pennsylvania	30	(d)	7	...	21	25	4(a)	4(a)	1	...
Rhode Island	(b)	1 mo.	1 mo.	(b, s)	(b)	(b)	1 mo.	1 mo.	1 mo.	(b, s)
South Carolina	30	5	5(i)	...	21	25	...	...	...	(b)

South Dakota	...	(d)	2	...	25	25	2	2	...	(b, c, s)
Tennessee(t)	30	(d)	7(a)	...	21	30	3	3	1	(c)
Texas	30	(d)	5	...	21	26	2	5	1	(b, c)
Utah (u)	30	...	5(i)	(b)	25	25	3	3	6 mo.	(b, c)
Vermont	...	...	4	...	...	30	2	...	(e)	...
Virginia	30	(d)	5	(b)	21	21	...	...	(e)	...
Washington	(b)	(d)	...	(b)	(b)	(b)	...	...	...	(b, c)
West Virginia†	30	...	5(a)	(a, b)	(a, b)	25	(a)	5(a)	1	(b, q, s)
Wisconsin	(b)	(d)	...	(b)	(b)	(b)	1	1	...	(b)
Wyoming†	30	(d)	5	(b)	21	25	...	...	1	(a, c)
American Samoa	35	(v)	5	(w)	25	30	(x)	(x)	(x)	(v, x, y)
Guam	30	(d)	5	(b)	U	25	U	5	...	...
Puerto Rico†	35	5	5	...	25	30	2	2	1	(z)
Virgin Islands	30	5	...	(b)	...	21	...	3	3	(b, c)

*This table includes constitutional and some statutory qualifications.

†The state does not provide for office of lieutenant governor. In Arizona, Oregon, and Wyoming, the secretary of state is elected statewide and is first in line of succession to governorship; for these reasons, that individual is listed as a lieutenant governor although office not officially so titled. Age cited in constitutions of Arizona and Wyoming for this office is 25. Oregon constitution lists no age.

U—Unicameral legislature.

(a) Citizen of the state.

(b) Must be a qualified voter. Maryland: 5 years; Michigan: governor 4 years; Oklahoma: 6 months; Virginia: 5 years.

(c) U.S. citizen. California and Maine: 5 years.

(d) Number of years not specified.

(e) Reside in district, no time limit. Massachusetts: House 1 year; Vermont: House 1 year.

(f) The age of majority in Hawaii is 18.

(g) Following redistricting, a candidate may be elected from any district which contains a part of the district in which he resided at the time of redistricting, and reelected if a resident of the new district he represents for 18 months prior to reelection.

(h) Kansas and Ohio have no constitutional qualifications for the office of governor. Ohio provides that no member of Congress or other person holding a state or federal office shall be governor.

(i) Resident and citizen.

(j) Governor must be resident of the state during the term for which he is elected.

(k) If the district has been established for at least 6 months, residency is 6 months. If the district was established for less than 6 months, residency is length of establishment of district.

(l) No person convicted of a felony for breach of public trust within preceding 20 years or convicted for subversion shall be eligible.

(m) No person convicted of a felony shall be eligible to hold office until his final discharge from state supervision.

(n) No person of unsound mind, as determined by a court, is qualified and hence eligible to hold office.

(o) Shall be a resident of the county if it contains one or more districts or of the district if it contains all or parts of more than one county.

(p) By statute an age of 21 minimum and a 1 year state residency has been established for membership in the legislature.

(q) A conflict exists between two articles of the constitution specifying age for house members. Depending on interpretation, minimum age is 21 or age of qualified voter (18).

(r) No person convicted of embezzlement of public funds shall hold any office.

(s) No bribery convictions. South Dakota, West Virginia: No bribery, perjury, or infamous crimes.

(t) Office of lieutenant governor was created by statute. He is chosen by members of the senate of which he is a member and the office bears the title of speaker. The speaker must reside one year immediately preceding his election in the county or district he represents.

(u) Lieutenant governor and secretary of state are the same individual.

(v) Must be a U.S. citizen or U.S. national.

(w) No dishonorable discharge.

(x) Live in American Samoa for 5 years and bona fide resident 1 year.

(y) Senator must be a registered Matai.

(z) Write and speak English and Spanish.

Table 16
COMPENSATION COMMISSION FOR STATE OFFICIALS

			Jurisdiction								Recommendation submitted to			Authority of recommendation	
			Salaries				Benefits and/or expenses								
State or other jurisdiction	Name of commission	Number of members	Elected officials	Administrative officials	Legislators	Judges	Elected officials	Administrative officials	Legislators	Judges	Legislature	Governor	Other	Advisory only	Other
Alabama	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Alaska	Salary Commission	5	*	*	*	*	*	*	*	*	*	*	(a)	*	May be accepted or rejected only; no action constitutes rejection
Arizona	Commission on Salaries for Elective State Officers	5	*	...	*	*	...	...	...	...	...	...	(b)	*	...
Arkansas	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
California	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Colorado	State Officials' Compensation Commission	9	*	*	*	*	*	*	*	*	*	*	(a)	*	...
Connecticut	Compensation Commission for Elected State Officials & Judges	11	*	...	*	*	*	...	*	*	*	...	...	*	...
Delaware	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Florida	State Officers Compensation Commission	9	*	...	*	*	*	...	*	*	*	...	...	*	...
Georgia	State Commission on Compensation	12	*	*	*	*	...	...	...	...	...	*	(c)	*	...
Hawaii	Commission on Legislative Salary	10	...	...	*	...	...	...	...	...	*	...	...	...	May be accepted or rejected only; no action constitutes acceptance
Idaho	Citizens' Committee on Legislative Compensation	6	...	...	*	...	...	...	*	...	*	...	...	...	May be reduced; no action constitutes acceptance
Illinois	Commission on Compensation of State & Local Government Officials	5	*	*	...	*	...	...	...	...	*	*	...	*	...
	Advisory Committee on Compensation of General Assembly Members	7	...	...	*	...	...	...	...	...	(d)	...	...	*	...
Indiana	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Iowa	Commission on Compensation Expenses & Salaries for Elected State Officials	15	*	...	*	*	*	...	*	*	*	...	...	*	...
Kansas	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kentucky	Public Officials Compensation Commission	5	*	...	*	*	*	...	*	*	*	...	...	*	...
Louisiana	Compensation Review Commission	19	*	*	*	*	*	*	*	*	*	*	...	*	...
Maine	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Maryland	General Assembly Compensation Commission	9	...	...	*	...	...	...	*	...	*	...	...	...	May be reduced; no action constitutes acceptance
	Governor's Salary Commission	7	(e)	...	...	...	...	...	...	...	*	...	...	...	May decrease but not lower the salary of incumbent
Massachusetts	Advisory Board on Legislative & Constitutional Officers' Compensation	7	*	...	*	...	*	...	*	...	*	...	...	*	...
Michigan	State Officers Compensation Commission	7	(e)	...	*	(f)	(e)	...	(g)	(f)	*	...	...	...	May be rejected by 2/3 votes of members in each house
Minnesota	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Mississippi	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Missouri	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

Montana	Montana Salary Commission	8	★	...	★	(h)	★	...	★	(h)	★	...	...	★	...
Nebraska	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nevada	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
New Hampshire	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
New Jersey	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
New Mexico	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
New York	State Commission on Legislative & Judicial Salaries	9	...	...	★	★	...	...	★	★	...	★	...	★	...
North Carolina	Advisory Budget Commission	12	...	★	...	...	...	...	...	...	★	...	...	...	May be accepted or rejected only; no action constitutes acceptance
North Dakota	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Ohio	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Oklahoma	Board on Legislative Compensation	11	...	...	★	...	...	...	...	...	★	...	...	...	Final and binding
Oregon	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Pennsylvania	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Rhode Island	Commission on Compensation of Executive & Judicial State Officers	7	★	★	...	★	★	★	...	★	★	...	...	★	...
South Carolina	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	Commission on Salaries for Elective State Officials	5	★	...	★	★	...	...	...	...	★	★	...	★	...
Tennessee	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Texas	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Utah	Executive Compensation Commission	5	★	★	...	★	★	...	...	★	★	...	(i)	★	...
Vermont	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Virginia	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Washington	State Committee on Salaries	7	★	★	★	★	...	...	...	...	...	★	(j)	...	May be reduced
West Virginia	Citizens Legislative Compensation Commission	7	...	...	★	...	...	...	★	...	★	...	...	...	May be reduced
Wisconsin	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Wyoming	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Guam	Executive, Judicial & Legislative Compensation Commission	9	★	★	★	★	★	★	★	★	★	...	...	★	...

(a) And chief justice.

(b) For legislature, referendum; for elected officials and judiciary, to governor.

(c) And lieutenant governor, house speaker, house clerk, senate clerk, legislative counsel, chief justice, and court of appeals justices.

(d) First session.

(e) Governor and lieutenant governor only.

(f) Judges of supreme court only.

(g) Expenses only.

(h) Commissioner of Campaign Finances and Practices and members of the State Tax Appeal Board.

(i) And Board of Examiners.

(j) And other salary authority.

Table 17
STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*
(For fiscal 1980)

State or other jurisdiction	Governor	Lieutenant governor	Secretary of state	Attorney general	Treasurer	Adjutant general	Administration	Agriculture	Banking	Budget
Alabama	$50,000	$11,835	$25,800	$39,500	$25,800	$36,000	...	$35,000	$37,622	$34,515
Alaska	52,992	47,304	(a-3)	47,304	47,304	47,304	$47,304	50,000	50,000	50,000
Arizona	50,000	...	24,000	35,000	22,500	34,273	49,466	41,163	34,273	41,163
Arkansas	35,000	14,000	22,500	26,500	22,500	32,000	(c)	(a-9)	29,738	31,538
California	49,100	42,500	42,500	47,500	42,500	(d)	(c)	40,764	40,764	47,549
Colorado	50,000	25,000	27,000	35,000	27,500	34,400	39,000	39,000	38,724	(a-6)
Connecticut	42,000	18,000	20,000	30,000	20,000	43,287	43,949	36,174	36,174	45,686
Delaware	35,000	13,100	35,400	32,000	24,000	29,900	32,100	25,200	33,200	34,800
Florida	56,017	44,814	44,814	44,814	44,814	44,247	39,500	44,814	44,814	39,430
Georgia	52,750	30,433	40,512	48,530	...	49,196	40,512	40,512	40,512	42,200
Hawaii	50,000	45,000	(a-3)	42,500	...	42,500	...	42,500	(g)	42,500
Idaho	40,000	12,000	28,000	35,000	28,000	34,008	37,284	34,694	31,637	32,947
Illinois (h)	58,000	43,725	49,555	49,555	46,640	29,100	41,136	40,800	(c)	46,000
Indiana	30,000(b)	23,504	34,008	34,008	34,008	48,750	59,226	(a-3)	53,664	59,228
Iowa	55,000(b)	19,200	33,000	43,500	33,000	35,000	...	33,000	32,300	42,000
Kansas	45,000	13,500	27,500	30,500	27,500	32,004	42,500	37,500	19,500	46,872
Kentucky	45,000	34,104	34,104	34,104	34,104	38,520	41,195	34,104	37,450	38,520
Louisiana	50,000	40,000	35,000	35,000	35,000	44,592	50,900	35,000	27,500	44,664
Maine	35,000	...	25,000	34,240	25,000	34,570	45,053	34,170	42,411	39,790
Maryland	60,000	52,500	36,000	50,000	50,000	33,454	...	48,700	38,100	48,700
Massachusetts	60,000(r)	40,000	40,000	47,500	40,000	44,248	42,371	22,671	27,136	35,466
Michigan	65,000	45,000	60,000	60,000	47,400	36,738	46,800	39,600	36,600	43,300
Minnesota	62,000(r)	38,000	34,000	52,500	34,000	39,500	44,000	38,000	34,000	48,000
Mississippi	53,000	15,000	34,000	41,000	34,000	33,000	...	34,000	30,000	41,760
Missouri	37,500	16,000	25,000	25,000	20,000	34,000	40,000	40,000	37,800	34,000
Montana	37,500	26,800	24,500	34,500	26,391	33,384	36,594	31,672	28,811	36,594
Nebraska	40,000	32,500	32,000	39,500	32,500	37,397	34,944	29,800	32,100	33,492
Nevada	50,000	8,000	32,500	40,500	31,500	26,500	37,000	30,000	28,000	(a-7)
New Hampshire	44,520	...	31,270	38,690	31,270	25,440	38,690	29,680	31,270	(a-7)
New Jersey	65,000	...	49,000	49,000	49,000	46,500	...	49,000	49,000	48,500
New Mexico	40,000	30,000	30,000	34,992	30,000	31,404	40,000	(c)	35,328	32,664
New York	85,000	45,000	47,800	60,000	(f)	43,050	...	51,146	51,146	51,146
North Carolina	50,085	41,484	41,484	46,728	41,484	33,780	44,412	41,484	39,900	44,500
North Dakota	44,750(b)	7,350	30,350	35,700	30,350	45,600	(c)	30,350	39,036	43,032
Ohio	50,000	30,000	50,000	50,000	50,000	50,918	54,956	40,702	40,702	46,634
Oklahoma	48,000	27,500	24,000	35,000	30,000	44,248	...	33,600	36,000	33,100
Oregon	50,372	...	41,461	41,461	41,461	35,808	43,536	37,608	35,808	41,424
Pennsylvania	66,000	49,500	38,500	44,000	42,500	38,500	43,990	38,500	38,500	43,990
Rhode Island	42,500	30,500	30,500	36,875	30,500	29,063	45,781	19,055	32,108	39,703
South Carolina	60,000	30,000	45,000	45,000	45,000	45,000	(a-16)	45,000	31,787	48,500
South Dakota	37,000	(u)	24,000	31,500	24,000	29,500	31,500	29,500	21,105	31,500
Tennessee	68,226	(v)	46,526	53,667	46,526	46,526	51,510	46,526	46,526	37,692
Texas	71,400	7,200	42,700	51,000	45,200	39,200	...	51,000	53,000	42,958
Utah	40,000	26,500(y)	(y)	30,000	26,500	43,620	...	36,852	36,852	46,164
Vermont	41,000	19,200	24,380	31,400	24,380	24,824	38,382	29,012	29,761	32,156
Virginia	60,000(r)	16,000	25,000	45,000	41,000	30,500	51,000	38,000	44,540	41,000
Washington	58,900	26,800	28,900	44,000	34,800	44,248	47,500	47,500	32,448	58,800
West Virginia	50,000	...	30,000	35,000	35,000	26,000	37,500	32,500	30,000	27,888
Wisconsin	65,801	36,151	32,608	50,780	32,608	45,590	58,299	54,169	45,590	43,144
Wyoming	55,000	...	37,500	48,492	37,500	(z)	49,704	37,884	30,336	42,852
Dist. of Col.	...	...	...	...	47,500	...	50,000	...	...	47,500
Guam	50,000	45,000	...	29,000	22,200	...	27,300	27,300	29,900	29,900
Puerto Rico	35,000	...	32,500	30,000	32,000	28,000	...	32,000	(a-17)	32,000
Virgin Islands	52,000(r)	47,000(r)	...	33,600	...	32,400	...	25,000	25,000	33,600

---

*Methods of selection for the officials listed in this table can be found in Table 18. Salary figures are presented as submitted by the states except when ranges were given. In those instances the maximum figure was chosen. When necessary, figures have been rounded.

(a) Chief administrative official or agency in charge of function:

(a-1) Attorney General
(a-2) Social Services
(a-3) Lieutenant Governor
(a-4) Purchasing
(a-5) Secretary of State
(a-6) Planning
(a-7) Administration
(a-8) Post Audit
(a-9) Commerce
(a-10) Transportation
(a-11) Personnel
(a-12) Labor & Industrial Relations
(a-13) Health
(a-14) Adjutant General
(a-15) Highways
(a-16) Budget
(a-17) Treasurer
(a-18) Natural Resources
(a-19) Banking
(a-20) General Services
(a-21) Education (Chief State School Officer)
(a-22) Pre-Audit
(a-23) Industrial Development
(a-24) Agriculture
(a-25) Welfare
(a-26) Consumer Affairs
(a-27) Tourism
(a-28) Community Affairs
(a-29) Parks & Recreation
(a-30) Disaster Preparedness

(b) In Indiana, the governor receives an additional $6,000 for expenses; in Iowa, the governor receives an additional $6,000 for expenses; in North Dakota, the governor receives a $17,250 supplement.

(c) No single agency or official.

(d) Determined by length of service.

Table 17—Continued
STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*
(For fiscal 1980)

State or other jurisdiction	Civil rights	Commerce	Community affairs	Consumer affairs	Corrections	Data processing	Disaster preparedness	Education	Higher education	Elections administration
Alabama	...	...	...	(a-1)	$44,000	$34,515	$26,052	$43,004	...	...
Alaska	$50,000	$47,304	$50,000	$46,716	50,000	50,000	46,716	47,304	$47,304	$46,716
Arizona	37,566	41,163	...	37,566	49,466	45,138	31,267	27,500	52,000	(a-5)
Arkansas	21,600	37,202	36,538	(a-1)	27,500	41,216	23,079	45,000	38,520	...
California	...	40,764	29,988	37,358	40,764	38,040	33,966	42,500	42,500	(a-5)
Colorado	38,724	38,724	...	(a-1)	43,000	(a-7)	(a-14)	53,600	52,500	30,348
Connecticut	41,622	37,612	(a-9)	37,612	40,653	42,258	30,410	43,949	50,000	(a-5)
Delaware	22,900	29,900	35,400	22,900	33,600	33,000	20,400	58,100	(c)	22,000
Florida	...	39,500	36,000	44,814	40,500	34,800	23,100	44,814	39,884	28,000
Georgia	...	48,000	37,500	35,104	40,512	(a-7)	34,872	45,576	64,200(e)	32,442
Hawaii	...	(a-6)	...	37,500	(a-2)	40,166	(a-14)	42,500	45,000	(a-3)
Idaho	19,282	26,328	(a-16)	(a-1)	30,389	(a-22)	23,868	28,000	37,128	(a-5)
Illinois	(a-1)	37,300	37,300	(a-1)	44,300	(a-7)	29,700	53,000	59,000	(c)
Indiana	40,196	(a-3)	...	22,438	59,228	48,750	34,892	34,008	56,000	40,196
Iowa	23,000	34,000	(a-6)	(a-1)	42,150	34,700	22,500	41,700	45,000	(a-5)
Kansas	25,452	25,000	...	25,000	42,500	31,800	22,464	46,600	41,500	18,000
Kentucky	36,000	37,450	36,380	34,980	37,450	37,450	38,520	34,104	50,350	22,584
Louisiana	...	35,000	30,000	23,205	30,900	46,656	24,500	35,000	23,000	24,080
Maine	23,046	(a-23)	45,053	21,730	27,040	29,453	31,949	45,053	(l)	22,000
Maryland	36,600	36,800	33,800	35,600	41,100	...	25,100	53,000	45,900	31,800
Massachusetts	25,000	30,741	37,246	37,246	37,827	34,134	26,025	41,584	41,584	24,000
Michigan	39,600	43,300	...	46,750	46,800	37,521	34,932	47,043	...	34,598
Minnesota	31,000	(c)	34,000	28,000	42,000	40,500	34,500	43,000	(c)	(a-5)
Mississippi	...	(a-24)	29,000	31,000	38,000	41,760	22,000	34,000	35,000	(m)
Missouri	32,782	37,800	(a-9)	(c)	34,000	34,000	28,620	47,508	40,000	21,600
Montana	28,811	34,240	33,384	24,196	37,899	30,841	21,757	29,400	34,000	21,000
Nebraska	29,199	32,945	25,300	20,000	36,273	32,448	23,485	38,832	20,000	(a-5)
Nevada	20,750	34,288	23,000(q)	21,750	33,000	30,400	21,000	34,500	30,205	(a-5)
New Hampshire	18,006	35,510	29,680	(a-1)	29,680	31,270	21,200	35,510	23,320	(a-5)
New Jersey	33,250	49,000	49,000	47,129	49,000	47,129	(a-14)	49,000	49,000	44,100
New Mexico	22,320	39,996	32,664	(a-1)	31,404	(c)	(a-14)	39,732	39,732	22,320
New York	46,063	51,146	51,146	42,425	54,730	51,146	43,050	61,685	(a-21)	36,000
North Carolina	28,428	42,572	27,084	32,820	42,576	37,888	32,058	46,728	65,450	39,708
North Dakota	...	39,036	26,424	25,164	26,400	35,412	26,424	31,400	51,876	(a-5)
Ohio	35,797	46,634	33,779	40,702	46,634	35,797	29,744	53,000	56,000	29,744
Oklahoma	19,480	32,700	31,100	32,400	32,400	36,300	24,200	35,000	55,000	28,400
Oregon	36,000	38,556	29,448	25,428	41,424	37,608	29,448	41,461	57,888	37,608
Pennsylvania	38,494	38,500	38,500	38,494	43,990	38,494	34,621	44,000	43,990	31,824
Rhode Island	24,264	39,500	32,108	32,108	39,703	32,108	24,157	49,613	(a-21)	23,989
South Carolina	32,958	49,084	39,278	38,000	43,046	40,585	...	45,000	47,700	33,112
South Dakota	18,900	29,500	26,250	(a-1)	31,294	30,000	20,543	32,000	48,760	(a-5)
Tennessee	20,556	51,510	(a-9)	22,512	46,526	31,224	24,732	51,510	58,000	21,516
Texas	...	33,300	37,000	35,200	47,500	31,800	25,608	47,500	47,500(w)	42,700
Utah	...	41,232	...	35,472	43,620	43,620	30,048	52,176	59,796	(a-3)
Vermont	(a-1)	35,342	27,957	(a-1)	31,044	23,754	22,218	36,397	...	(a-5)
Virginia	...	31,500	38,000	(a-24)	41,000	37,000	35,000	51,000	46,000	32,500
Washington	40,000	41,500	(a-6)	(a-1)	45,852	45,000	31,800	40,000	49,071	27,984
West Virginia	25,296	39,500	29,280	(a-1)	30,000	27,180	25,000	46,000	55,932	30,000
Wisconsin	38,380	(c)	54,169	(c)	54,169	36,573	35,221	50,780	65,800	...
Wyoming	...	...	36,072	26,148	36,072	40,800	29,628	37,500	31,128	(a-5)
Dist. of Col.	47,500	...	...	47,500	47,500	...	...	52,500	...	47,500
Guam	...	27,300	27,300	23,760	27,300	22,980	21,580	37,000	(aa)	22,000
Puerto Rico	18,960	32,000	27,000	32,000	27,000	...	26,000	32,000	27,500	28,000
Virgin Islands	...	30,240	19,600	25,000	30,240	22,979	22,829	30,240	17,024	25,000

(e) Plus $4,000 subsistence per year and a house.

(f) Comptroller. In Georgia, $40,512; in New York, $60,000.

(g) Part of the administrative program of the Director, Dept. of Regulatory Agencies, $42,500.

(h) Salaries effective January 1, 1980.

(i) Social services function performed by three agencies: Children Services, $44,300; Dept. on Aging, $37,000; Dept. of Vocational Rehabilitation, $44,300.

(j) Solid Waste Management Commission, composed of governor or representative, state health commissioner & assistant commissioner for environmental health, 4 senators, 4 representatives and 4 citizen members appointed by the governor.

(k) The Secretary of Transportation is acting commissioner of highways with no additional compensation.

(l) Expenses only.

(m) Election Commission composed of governor, attorney general, and secretary of state.

(n) State auditor.

(o) Function performed in Office of Centralized Accounting, $28,000.

(p) Two people hold the job.

(q) Economic Development.

(r) In Massachusetts, the governor accepts a salary of $40,000 and donates $20,000 to charity; in Minnesota, the governor has accepted a salary of $58,000; in Virginia, the governor has accepted a salary of $45,000; in the Virgin Islands, the governor has accepted a salary of $45,000 and the lieutenant governor a salary of $44,000.

(s) State auditor, $50,000.

(t) Plus monthly longevity payment of $10.63 times the total number of years of service.

(u) $5,000 (30 day session), $8,000 (45 day session), plus $50 a day as necessary.

(v) The speaker of the senate is elected by the senate from among its membership and, by statute, is lieutenant governor. For that part of the job the salary is $8,308.

(w) Plus supplement.

(x) Plus $9,000 supplement, house, and utilities.

(y) Lieutenant governor and secretary of state are the same individual.

(z) Salary is established by federal budget; not controlled by the state.

(aa) $75 per meeting.

(ab) State auditor is ex officio commissioner of insurance, $26,500.

Table 17—Continued
STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*
(For fiscal 1980)

State or other jurisdiction	*Employment services*	*Energy resources*	*Finance*	*General Services*	*Health*	*Highway patrol*	*Highways*	*Historic preservation*	*Industrial development*	*Insurance*	*Labor & industrial relations*
Alabama	$34,515	$26,052	$37,622	$23,920	$59,125	$37,622	$36,000	$26,052	$37,622	$32,240	$36,000
Alaska	50,000	50,000	47,304	(a-4)	58,248	50,000	50,000	37,464	50,000	50,000	47,304
Arizona	34,273	(a-6)	43,593	(a-7)	65,108	49,466	49,466	34,273	41,163	37,566	41,163
Arkansas	40,232	25,714	45,000	...	46,310	31,538	(a-10)	24,206	32,100	35,000	37,400
California	40,764	37,358	54,693	40,764	44,157	40,764	36,264	27,276	(a-12)	38,040	40,764
Colorado	(a-12)	37,000	42,000	(a-7)	54,570	38,724	47,219	39,000	(a-9)	38,724	38,724
Connecticut	32,893	34,802	(c)	(a-7)	42,258	50,643	37,612	25,499	31,628	37,612	39,091
Delaware	(a-12)	30,000	42,000	(a-7)	48,200	32,000	(a-10)	28,500	22,900	24,000	33,800
Florida	39,500	36,000	44,814	38,500	45,000	32,500	42,600	23,000	27,528	(a-17)	34,000
Georgia	(a-12)	(a-16)	38,826	(a-7)	49,356	38,508	(a-10)	(a-18)	30,246	(f)	43,255
Hawaii	(a-12)	(a-6)	(a-16)	42,500	42,500	...	(a-10)	(a-18)	(a-6)	(g)	42,500
Idaho	35,616	26,894	31,636	22,416	41,995	28,454	41,246	30,756	(a-9)	29,472	31,824
Illinois	(a-12)	40,800	(c)	(a-7)	51,300	34,900	(a-10)	38,388	(a-9)	40,800	40,800
Indiana	53,664	31,668	(c)	22,438	59,228	59,228	34,892	48,750	44,200	40,196	(a-16)
Iowa	34,200	32,000	42,000	32,000	34,000	31,500	(a-10)	23,100	34,000	31,500	28,500
Kansas	32,625	19,500	(c)	...	39,500	30,500	37,200	22,464	30,000	35,000	28,008
Kentucky	37,450	41,195	47,500	(a-7)	37,450	37,450	(k)	23,712	(a-9)	37,450	37,450
Louisiana	31,092	(a-18)	(a-7)	(a-7)	42,000	32,400	35,000	25,000	35,000	35,000	21,000
Maine	28,184	31,949	(a-7)	...	48,755	39,790	41,413	31,949	45,053	42,411	34,570
Maryland	32,463	36,200	50,000	48,700	49,200	41,100	44,000	29,700	33,800	44,600	41,600
Massachusetts	34,991	37,000	(a-7)	36,795	38,075	28,045	34,876	(a-5)	30,741	28,255	29,086
Michigan	41,900	36,600	(a-16)	...	60,000	43,300	47,043	34,598	37,521	36,000	43,300
Minnesota	40,500	38,000	50,000	44,000	47,000	38,000	(a-10)	...	33,000	34,000	38,000
Mississippi	34,000	34,260	(a-16)	...	46,000	27,000	41,700	27,000	33,000	34,000	...
Missouri	34,000	27,156	(a-7)	...	35,000	36,720	40,000	22,620	(a-9)	37,800	40,000
Montana	35,366	28,811	(c)	28,811	44,000	27,168	36,594	28,811	...	(ab)	36,594
Nebraska	(a-12)	29,343	34,163	34,945	46,836	32,089	34,926	27,186	(a-6)	29,736	26,988
Nevada	32,500	33,000	31,500	32,000	43,000	30,205	38,000	21,000	21,733	29,000	24,500
New Hampshire	21,972	24,919	(a-7)	...	38,690	29,680	35,510	17,253	26,395	31,270	29,680
New Jersey	40,716	49,000	(a-17)	(a-17)	49,000	49,492	54,561	23,806	40,716	49,000	48,500
New Mexico	39,996	39,996	(a-7)	...	39,996	40,000	39,996	31,404	31,404	29,904	25,836
New York	(a-12)	47,800	54,500	51,146	54,730	51,146	54,730	51,146	(a-9)	51,146	51,146
North Carolina	37,572	29,820	(c)	(a-7)	58,524	36,132	40,020	21,396	32,820	41,484	41,484
North Dakota	47,448	30,588	(a-4)	47,448	57,648	39,036	47,448	32,124	31,900	30,350	30,350
Ohio	46,634	40,702	(a-16)	(a-7)	54,995	31,928	32,781	15,579	29,744	40,702	40,702
Oklahoma	36,300	25,140	(a-17)	26,500	51,900	23,364(t)	(a-10)	22,200	32,700	32,000	24,000
Oregon	34,092	35,808	(a-7)	36,708	38,556	38,556	45,708	20,940	29,448	35,808	41,461
Pennsylvania	38,494	(c)	(a-7)	44,000	41,250	41,250	(a-10)	31,824	31,824	38,500	30,494
Rhode Island	32,653	25,703	(a-7)	(a-7)	41,223	37,471	(a-10)	23,333	33,626	32,108	30,589
South Carolina	40,295	39,322	(a-8)	41,834	56,264	36,342	49,670	32,066	49,084	46,059	37,247
South Dakota	25,000	28,350	28,000	(a-7)	29,500	25,988	28,823	20,722	24,109	23,887	23,625
Tennessee	46,526	34,284	(a-7)	46,526	56,339	29,784	39,504	22,512	35,952	46,526	46,526
Texas	39,400	36,000	53,000	40,300	47,500	31,500	47,500	33,300	33,300	41,400	29,700
Utah	43,620	(a-18)	55,884	...	59,796	43,620	(a-10)	36,852	(a-9)	36,852	38,940
Vermont	30,800	26,270	34,800	(a-7)	40,350	31,200	(a-10)	25,153	31,500	23,786	26,723
Virginia	37,000	(a-30)	(a-7)	41,000	51,000	37,000	46,400	24,000	42,000	38,147	34,500
Washington	47,500	37,800	58,800	(a-7)	60,168	47,500	(a-10)	31,800	41,500	34,800	47,500
West Virginia	28,000	21,892	(a-7)	25,296	45,000	35,000	39,000	30,000	33,153	28,000	28,000
Wisconsin	49,687	(a-7)	(c)	59,772	54,169	45,590	(a-10)	33,544	(c)	49,687	41,821
Wyoming	36,984	24,876	(c)	(a-7)	50,940	39,792	50,940	(c)	36,072	35,196	32,700
Dist. of Col.	42,171	...	...	47,500	47,500	...	47,500	...	...	47,500	47,500
Guam	(a-12)	29,000	...	...	27,300	29,900	29,900	27,300	29,520	(a-19)	27,300
Puerto Rico	17,520	23,340	...	30,000	32,000	...	27,000	27,000	45,000	30,000	32,000
Virgin Islands	22,929	30,240	...	...	33,600	14,966	29,120	24,094	30,240	...	25,000

Table 17—Continued
STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*
(For fiscal 1980)

State or other jurisdiction	Licensing	Mental health	Natural resources	Parks & recreation	Personnel	Planning	Post audit	Pre audit
Alabama	...	$69,819	$36,000	$31,382	$34,658	$29,965	$27,468	$34,515
Alaska	$50,000	60,444	47,304	50,000	50,000	50,000	50,000	50,000
Arizona	...	45,138	...	37,566	45,138	37,566	45,138	(a-8)
Arkansas	...	54,600	31,308	24,558	31,538	...	...	25,714
California	37,358	(a-13)	47,549	37,358	(c)	37,358	(c)	47,549
Colorado	39,000	38,724	41,000	38,724	41,088	38,724	40,000	38,724
Connecticut	...	42,258	42,258	29,239	40,653	34,802	45,021	20,000
Delaware	19,600	36,900	34,800	25,700	29,639	38,000	24,000	(a-16)
Florida	36,000	45,000	39,500	(a-18)	...	...	41,496	(a-19)
Georgia	34,552	37,458	43,514	35,719	39,035	(a-16)	40,512	(f)
Hawaii	(g)	(a-13)	42,500	(a-18)	42,500	42,500	(a-20)	(a-20)
Idaho	25,308	25,980	...	30,756	33,883	(a-16)	26,568	28,000
Illinois	37,300	51,300	37,300	38,388	40,800	...	48,000	48,000
Indiana	40,196	53,664	40,196	(a-18)	31,668	31,668	53,664	44,200
Iowa	...	(a-2)	24,500	30,000	29,000	30,000	33,000	33,060
Kansas	...	35,004	...	30,500	35,000	30,000	41,904	32,004
Kentucky	38,520	(a-13)	41,195	37,985	37,450	...	34,104	38,520
Louisiana	...	45,302	40,000	30,975	44,664	24,684	35,000	(a-16)
Maine	...	27,040	23,046	37,170	45,053	39,790	22,339	16,952
Maryland	48,700	(a-13)	48,700	35,061	48,700	48,700	41,700	(a-17)
Massachusetts	16,095	48,394	27,282	25,844	36,795	32,879	35,053	35,053
Michigan	39,600	60,000	43,300	37,521	50,509	...	60,000	40,632
Minnesota	...	40,500	44,000	35,500	44,000	43,000	37,800	48,000
Mississippi	...	53,885	35,000	37,800	40,000	27,000	25,000	41,760
Missouri	34,650	40,000	40,000	34,000	34,000	...	42,504(n)	(c)
Montana	31,672	37,899	36,594	28,811	30,841	28,811	36,594	(o)
Nebraska	...	64,850	32,000	37,910	29,980	28,400	32,000	28,464
Nevada	...	39,000	33,126	26,000	32,500	28,000	31,000	(a-7)
New Hampshire	...	38,690	35,510	29,680	35,510	22,706	38,690	29,680
New Jersey	(a-26)	47,129	49,000	42,749	49,000	40,904	(c)	(a-16)
New Mexico	...	(a-13)	39,996	28,488	38,004	25,836	30,000	...
New York	47,800	54,730	51,146	51,146	51,146	...	(f)	(f)
North Carolina	...	44,856	42,576	32,820	41,112	43,764	41,484	32,820
North Dakota	...	63,564	30,588	32,124	35,412	32,124	30,350	...
Ohio	...	40,702	46,634	35,173	39,104	46,634	(s)	(s)
Oklahoma	...	65,000	...	(a-27)	25,700	(a-28)	32,000	(a-16)
Oregon	39,468	55,536	...	39,468	37,608	...	(a-5)	...
Pennsylvania	34,621	43,990	41,232	38,494	38,494	41,232	42,500	(a-17)
Rhode Island	32,108	47,300	36,664	22,403	32,108	29,069	(c)	35,145
South Carolina	...	54,562	...	37,247	40,295	43,698	44,520	45,000
South Dakota	...	23,104	30,000	23,100	29,700	29,500	28,080	24,000
Tennessee	(c)	56,339	46,526	29,784	46,526	25,896	51,510	(a-8)
Texas	...	47,500(x)	(c)	42,500	...	(a-16)	44,000	45,200
Utah	43,620	43,620	46,164	41,232	43,620	36,852	26,500	(a-8)
Vermont	(a-5)	38,550	36,347	29,850	30,922	30,212	24,380	32,766
Virginia	(c)	51,000	38,000	(a-18)	41,000	(a-16)	43,930	41,000
Washington	32,448	60,168	40,000	45,000	47,500	41,500	34,800	39,540
West Virginia	...	(a-13)	37,500	26,556	30,000	...	(c)	32,500
Wisconsin	38,380	(a-13)	54,838	(a-18)	45,590	(a-16)	...	(a-7)
Wyoming	...	34,344	26,808	36,072	42,857	35,196	37,500	37,500
Dist. of Col.	47,500	47,500	...	...	47,500	47,500	...	...
Guam	29,900	27,000	...	27,300	27,200	26,000	29,900	...
Puerto Rico	...	25,800	32,000	28,000	30,000	32,000	34,000	(a-17)
Virgin Islands	19,066	30,000	26,363	20,160	26,463	28,000	20,031	14,722

Table 17—Concluded
STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*
(For fiscal 1980)

State or other jurisdiction	*Public library*	*Public utility regulation*	*Purchasing*	*Social services*	*Solid waste*	*Taxation*	*Tourism*	*Transportation*	*Welfare*
Alabama	$32,674	$23,713	$28,587	$36,000	...	$36,000	$32,000	...	(a-2)
Alaska	50,000	39,872	50,000	50,000	$50,000	47,304	50,000	$47,304	(a-2)
Arizona	34,273	30,000	37,566	37,566	...	49,466	34,273	59,430	$45,138
Arkansas	26,090	32,000	31,538	36,637	24,206	31,538	34,569	42,670	(a-2)
California	37,872	40,956	36,264	40,764	40,764	37,358	32,976	40,764	(a-2)
Colorado	34,296	36,950	38,724	46,224	...	43,549	33,456	(a-15)	(a-2)
Connecticut	43,287	50,643	34,802	37,612	31,628	39,091	26,774	43,949	40,653
Delaware	22,400	25,000	25,800	30,600	35,249	37,000	17,000	35,800	(a-2)
Florida	26,000	36,500	31,700	...	32,190	38,500	31,500	42,600	34,640
Georgia	28,938	40,512	(a-7)	34,194	36,072	40,512	31,626	51,273	(a-2)
Hawaii	(a-21)	(g)	(a-20)	42,500	(a-13)	42,500	(a-6)	42,500	(a-2)
Idaho	...	28,000	27,252	25,944	19,824	26,000	26,328	39,749	41,995
Illinois	(a-5)	45,800	(a-7)	(i)	(c)	44,300	(a-9)	51,300	51,300
Indiana	31,668	59,228	...	59,228	(j)	53,664	(a-3)	...	(a-2)
Iowa	25,000	31,100	24,650	38,200	30,000	35,000	24,650	43,000	(a-2)
Kansas	26,700	35,000	29,000	28,008	36,612	39,504	22,464	40,000	39,500
Kentucky	30,216	37,000	(c)	37,450	38,520	37,985	37,420	41,195	37,450
Louisiana	28,350	17,500	35,076	(a-13)	45,324	37,000	28,000	40,000	30,450
Maine	37,170	45,053	37,170	32,261	(a-18)	42,411	(a-23)	45,053	28,184
Maryland	37,867	42,400	32,463	32,463	(a-18)	50,000	30,600	53,000	(a-2)
Massachusetts	26,344	33,146	35,053	36,770	30,316	35,053	25,844	41,000	37,226
Michigan	31,404	36,600	40,632	49,600	...	34,100	28,230	46,800	(a-2)
Minnesota	...	34,000	30,500	40,500	38,000	44,000	33,000	44,000	44,000
Mississippi	27,000	20,000	(a-16)	(a-25)	...	33,000	(a-24)	(a-15)	31,000
Missouri	29,508	28,000	34,000	40,000	29,796	40,000	37,800	40,000	34,000
Montana	28,811	26,800	28,811	28,811	26,391	36,594	24,196	...	24,916(p)
Nebraska	29,000	20,000	24,492	(a-25)	24,955	28,752	26,525	34,926	32,532
Nevada	28,807	33,000	30,205	31,750	32,441	32,500	21,000	38,000	31,000
New Hampshire	29,680	29,680	29,680	(a-25)	35,510	35,510	21,972	...	31,270
New Jersey	30,384	49,000	48,500	48,500	40,716	48,500	40,904	49,000	48,500
New Mexico	25,836	(c)	35,328	39,996	40,000	39,996	28,488	39,996	(a-2)
New York	61,685	54,730	51,146	54,730	(a-18)	51,146	51,146	54,730	54,730
North Carolina	36,132	42,484	37,884	43,764	29,124	42,576	32,820	42,576	(a-2)
North Dakota	33,732	30,350	30,588	47,448	29,124	31,400	27,732	...	(a-2)
Ohio	35,797	40,702	31,928	28,995	35,173	46,634	28,995	50,918	46,634
Oklahoma	25,800	31,000	33,900	37,500	23,100	32,500	32,500	31,500	(a-2)
Oregon	33,288	40,968	29,448	45,708	34,092	40,968	26,712	45,708	39,468
Pennsylvania	33,193	42,500	33,193	31,232	34,621	41,250	31,824	44,000	41,232
Rhode Island	29,069	35,145	36,664	39,703	23,333	36,664	24,264	36,664	(a-2)
South Carolina	29,597	37,241	29,642	48,616	34,677	39,750	(a-29)	(a-15)	(a-2)
South Dakota	24,610	24,000	21,230	25,441	26,250	30,500	23,728	35,000	29,398
Tennessee	20,772	46,526	24,732	25,896	27,144	46,526	46,526	51,510	46,526
Texas	31,700	36,600	32,800	41,700	(c)	48,500	(c)	(a-15)	47,500
Utah	36,852	43,620	38,940	38,400	33,276	43,620	41,232	48,840	41,232
Vermont	22,578	34,800	26,142	32,799	36,152	31,650	29,377	38,022	31,906
Virginia	37,000	49,000	(a-20)	(a-25)	(c)	42,500	(a-18)	51,000	38,500
Washington	41,500	45,000	35,820	50,616	35,820	48,200	30,888	58,800	34,092
West Virginia	41,208	34,992	24,598	21,610	35,592	39,009	29,255	(a-15)	37,500
Wisconsin	(a-21)	49,687	(a-20)	(a-13)	(a-18)	54,838	41,821	54,838	49,687
Wyoming	31,128	46,152	37,884	42,852	32,700	46,152	34,344	...	(a-2)
Dist. of Col.	47,500	...	47,500	47,500	47,500	47,500	...	...	47,500
Guam	25,320	27,300	27,300	27,300	29,900	29,900	35,000	29,900	(a-2)
Puerto Rico	14,160	29,000	(a-20)	32,000	...	21,660	28,000	32,000	(a-2)
Virgin Islands	26,463	21,000	18,191	19,027	12,193	22,929	30,240	19,942	30,240

Table 18
STATE ADMINISTRATIVE OFFICIALS: METHODS OF SELECTION*

State or other jurisdiction	Governor	Lieutenant Governor	Secretary of state	Attorney General	Treasurer	Adjutant general	Administration	Agriculture	Banking	Budget	Civil rights	Commerce	Community affairs	Consumer affairs	Corrections	Data processing
Alabama	CE	CE	CE	CE	CE	G	...	CE	G	CS	...	...	...	(a-1)	B	CS
Alaska	CE	CE	(a-3)	GB	G	GB	A	A	A	A	G	GB	GB	A	A	A
Arizona	CE	...	CE	CE	CE	G	GS	B	GS	L	A	G	...	A	GS	AG
Arkansas	CE	CE	CE	CE	CE	G	(b)	(a-9)	AG	AG	G	GS	G	(a-1)	GS	GS
California	CE	CE	CE	CE	CE	GS	(b)	G	GS	GS	...	G	GS	G	GS	G
Colorado	CE	CE	CE	CE	CE	G	GS	GS	A	(a-6)	A	A	...	(a-1)	GS	(a-7)
Connecticut	CE	CE	CE	CE	CE	G	GE	GE	GB	A	B	GE	(a-9)	GE	GE	A
Delaware	CE	CE	GS	CE	CE	GS	AG	GS	GS	GS	GS	AG	GS	AG	GS	A
Florida	CE	CE	CE	CE	CE	GS	GS	CE	CE	A	...	GS	GS	GC	GS	A
Georgia	CE	CE	CE	CE	...	G	GS	CE	GS	G	...	B	B	G	B	(a-7)
Hawaii	CE	CE	(a-3)	GS	...	GS	...	GS	(g)	GS	...	(a-6)	...	GS	(a-2)	CS
Idaho	CE	CE	CE	CE	CE	G	GS	GS	GS	G	B	G	(a-16)	(a-1)	B	(a-22)
Illinois	CE	CE	CE	CE	CE	G	GS	GS	(b)	G	(a-1)	GS	GS	(a-1)	GS	(a-7)
Indiana	CE	CE	CE	SE	CE	G	G	(a-3)	G	G	G	(a-3)	...	G	G	A
Iowa	CE	CE	CE	CE	CE	GS	...	SE	GS	CS	GS	GS	(a-6)	(a-1)	GB	CS
Kansas	CE	CE	CE	CE	SE	GS	GS	B	GS	CS	B	GS	...	A	GS	A
Kentucky	CE	CE	CE	CE	CE	G	G	CE	G	AG	B	G	G	A	AG	AG
Louisiana	CE	CE	CE	CE	CE	GS	G	CE	GS	CS	...	GS	GS	GS	GS	A
Maine	CE	...	CL	CL	CL	G	GLS	GLS	ALS	AG	B	(a-23)	G	ALS	AG	CS
Maryland	CE	CE	GS	CE	CL	GS	...	GS	AGS	GS	G	A	AG	A	AGS	...
Massachusetts	CE	CE	CE	CE	CE	G	G	G	G	AG	A	A	G	G	G	A
Michigan	CE	CE	CE	CE	GS	GS	GS	B	GS	CS	B	GS	...	A	B	CS
Minnesota	CE	CE	CE	CE	CE	G	GS	GS	BS	GS	GS	(n)	GS	GS	GS	A
Mississippi	CE	CE	CE	CE	CE	G	...	SE	G	B	...	(a-24)	B	A	B	B
Missouri	CE	CE	CE	CE	CE	GS	GS	GS	AS	A	B	B	(a-9)	(b)	A	A
Montana	CE	CE	CE	CE	A	G	GS	GS	G	G	G	G	CS	G	A	A
Nebraska	CE	CE	CE	CE	CE	G	GS	GS	GS	A	B	GS	G	A	GS	A
Nevada	CE	CE	CE	CE	CE	G	G	B	A	(a-7)	G	G	G(c)	A	B	A
New Hampshire	CE	...	CL	GC	CL	GC	GC	GC	GC	(a-7)	B	GOC	GOC	(a-1)	GOC	B
New Jersey	CE	...	GS	GS	GS	GS	...	BG	GS	GS	A	A	GS	GS	GS	A
New Mexico	CE	CE	CE	CE	CE	GS	GS	(b)	GS	G	G	GS	AG	(a-1)	A	(b)
New York	CE	CE	GS	CE	(f)	G	...	GS	G	G	G	GS	GS	GS	GS	GS
North Carolina	CE	CE	CE	CE	CE	G	G	CE	BG	AG	G	G	A	A	G	AG
North Dakota	CE	CE	CE	CE	CE	G	(b)	CE	GS	A	...	G	A	A	GS	A
Ohio	CE	CE	CE	CE	CE	G	GS	GS	A	GS	GS	GS	GS	A	GS	A
Oklahoma	CE	CE	GS	CE	CE	GS	...	GS	GS	G	B	G	G	B	B	A
Oregon	CE	...	CE	SE	CE	G	GS	GS	AG	A	CS	GS	A	A	AG	A
Pennsylvania	CE	CE	GS	CE	CE	GS	G	GS	GS	G	GS	GS	GS	A	A	G
Rhode Island	CE	CE	CE	CE	CE	G	GS	CS	G	CS	B	GS	GS	BS	G	A
South Carolina	CE	CE	CE	CE	CE	CE	(a-16)	SE	B	B	B	GS	A	B	B	B
South Dakota	CE	CE	CE	CE	CE	GS	G	GS	A	G	GS	GS	CS	(a-1)	AG	A
Tennessee	CE	(o)	CL	SC	CL	G	G	G	G	A	B	G	(a-9)	A	G	A
Texas	CE	CE	GS	CE	CE	GS	...	SE	B	G	...	B	GS	A	B	A
Utah	CE	SE(k)	CE(k)	CE	CE	G	...	GS	GS	G	...	GS	...	A	BA	GS
Vermont	CE	CE	CE	SE	CE	SL	GS	GS	GS	GS	(a-1)	A	GS	(a-1)	GS	CS
Virginia	CE	CE	GB	CE	GB	GB	GB	GB	B	GB	...	GB	A	(a-24)	GB	GB
Washington	CE	CE	CE	CE	CE	G	GS	GS	A	GS	B	GS	(a-6)	(a-1)	A	B
West Virginia	CE	...	CE	CE	CE	GS	GS	CE	GS	A	GS	GS	A	(a-1)	GS	A
Wisconsin	CE	CE	CE	CE	CE	G	GS	B	GS	CS	A	(d)	GS	(b)	A	CS
Wyoming	CE	...	CE	GS	CE	G	G	B	G	G	...	...	A	A	BG	A
Guam	CE	CE	...	GS	A	...	GS	GS	A	GS	...	GS	G	A	GS	G
Puerto Rico	CE	...	GB	GS	GS	GS	...	GS	(a-17)	G	G	G	A	GS	GS	...

*Salary information for the officials listed in this table can be found in Table 17.

Legend:

CE —Constitutional, elected
CL —Constitutional, elected by legislature
SE —Statutory, elected
SL —Statutory, elected by legislature
L —Selected by legislature or one of its organs
SC —Statutory, elected by state supreme court

	Appointed by	*Approved by*
G	—Governor	...
GS	—Governor	Senate
GB	—Governor	Both houses
GE	—Governor	Either house
GC	—Governor	Council
GD	—Governor	Departmental board
GLS	—Governor	Appropriate legislative committee and senate
GOC	—Governor and council or cabinet	...
LG	—Lieutenant governor	...
AT	—Attorney general	...
A	—Agency head	...
AB	—Agency head	Board
AG	—Agency head	Governor
AGC	—Agency head	Governor and council
AS	—Agency head	Senate
ALS	—Agency head	Appropriate legislative committee and senate
AGS	—Agency head	Governor and senate
ASH	—Agency head	Senate president and house speaker
B	—Board or commission	...
BG	—Board	Governor
BGC	—Board	Governor and council
BS	—Board and commission	Senate

Table 18—Continued
STATE ADMINISTRATIVE OFFICIALS: METHODS OF SELECTION*

State or other jurisdiction	Disaster preparedness	Education (chief state school officer)	Higher education	Elections administration	Employment services	Energy resources	Finance	General services	Health	Highway patrol	Highways	Historic preservation	Industrial development	Insurance	Labor & industrial relations	Licensing
Alabama	CS	B	...	...	A	CS	G	CS	B	G	G	B	G	G	G	...
Alaska	A	BG	BG	LG	A	A	GB	(a-4)	A	A	A	A	A	A	GB	A
Arizona	G	CE	B	(a-5)	GS	(a-6)	A	(a-7)	GS	A	AG	B	G	GS	B	...
Arkansas	AG	BG	BG	...	G	GS	G	...	GS	AG	(a-10)	GS	GS	AG	GS	...
California	GS	CE	B	(a-5)	GS	B	GS	G	GS	GS	A	G	(a-12)	GS	GS	A
Colorado	(a-14)	B	B	A	(a-12)	G	GS	(a-7)	GS	A	GS	GD	(a-9)	A	A	GS
Connecticut	G	B	B	(a-5)	AG	A	(b)	(a-7)	GE	GE	A	BG	GS	GE	GE	...
Delaware	AG	GD	(b)	AG	(a-12)	G	G	(a-7)	GS	A	(a-10)	AG	AG	CE	AG	AG
Florida	A	CE	B	A	A	A	CE	GOC	A	G	A	A	A	(a-17)	A	GS
Georgia	G	CE	B	A	(a-12)	(a-16)	A	(a-7)	BG	BG	(a-10)	(a-18)	B	(f)	CE	G
Hawaii	(a-14)	B	B	(a-3)	(a-12)	(a-6)	(a-16)	GS	GS	...	(a-10)	(a-18)	(a-6)	(g)	GS	(g)
Idaho	A	CE	B	(a-5)	GS	G	G	GS	A	A	A	B	(a-9)	GS	GS	G
Illinois	GS	B	B	(h)	(a-12)	GS	(b)	(a-7)	GS	GS	(a-10)	GS	(a-9)	GS	GS	GS
Indiana	GC	SE	B	B	G	G	(b)	G	G	G	G	B	A	G	(a-16)	G
Iowa	G	GS	GS	(a-5)	GS	GS	GS	GS	GS	GS	(a-10)	B	GS	GS	GS	...
Kansas	A	B	B	A	GS	GS	(b)	...	GS	GS	A	B	A	SE	GS	...
Kentucky	G	CE	B	B	AG	G	G	(a-7)	AG	AG	(m)	BG	(a-9)	G	G	AG
Louisiana	G	CE	B	CE	GS	(a-18)	(a-7)	(a-7)	GS	GS	GS	GS	GS	CE	GS	...
Maine	G	GLS	B	S	GLS	G	(a-7)	...	A	AB	A	B	G	ALS	A	...
Maryland	G	B	B	G	AG	A	CE	GS	GS	GS	AG	A	AG	GS	GS	GS
Massachusetts	G	B	B	A	G	G	(a-7)	AG	G	A	GOC	(a-5)	G	G	A	A
Michigan	CS	B	...	CS	B	G	(a-16)	...	GS	GS	A	CS	CS	GS	GS	GS
Minnesota	G	BG	(b)	(a-5)	GS	GS	GS	GS	GS	G	(a-10)	...	A	BS	GS	...
Mississippi	G	CE	B	(q)	G	G	(a-16)	...	B	G	SE	B	G	SE	...	...
Missouri	GS	B	B	A	A	A	(a-7)	...	A	GS	B	A	(a-9)	AS	GS	A
Montana	A	CE	GS	A	A	G	(b)	A	GS	AT	GS	B	...	(r)	GS	GS
Nebraska	G	B	CE	(a-5)	(a-12)	G	A	A	GS	G	GS	B	(a-6)	GS	GS	
Nevada	G	B	B	(a-5)	G	G	CE	G	A	A	B	A	A	A	G	
New Hampshire	G	B	A	(a-5)	GC	G	(a-7)	...	GC	GC	GC	A	GC	GC	GC	
New Jersey	(a-14)	GS	BG	A	A	GS	(a-17)	(a-17)	GS	GS	A	A	A	GS	GS	(a-26)
New Mexico	(a-14)	B	B	A	GS	GS	(a-7)	...	GS	GD	GS	A	A	B	GS	...
New York	G	B	(a-21)	G	(a-12)	GS	GS	GS	GS	GS	GS	G	(a-9)	GS	GS	A
North Carolina	G	CE	BG	G	G	AG	(b)	(a-7)	G	G	AG	G	A	CE	CE	
North Dakota	A	CE	B	(a-5)	G	G	(a-4)	GS	G	G	G	B	G	CE	SE	
Ohio	A	B	B	A	GS	B	(a-16)	(a-7)	GS	A	GS	GS	A	GS	GS	
Oklahoma	GS	CE	B	L	B	G	(a-17)	A	B	GS	(a-10)	B	G	CE	GS	...
Oregon	CS	CE	B	A	AG	GS	(a-7)	GS	AG	GS	A	G	A	AG	SE	CS
Pennsylvania	B	GS	G	A	CS	(b)	(a-7)	GS	GS	GS	(a-10)	GS	GS	GS	GS	G
Rhode Island	G	B	(a-21)	B	G	G	(a-7)	(a-7)	GB	G	(a-10)	B	CS	G	G	G
South Carolina	...	CE	GB	B	B	G	(a-8)	A	B	GS	B	A	GS	B	GS	...
South Dakota	A	GS	B	(a-5)	A	G	A	(a-7)	GS	AG	A	GS	GS	A	GS	...
Tennessee	A	G	B	A	G	BG	(a-7)	G	G	A	A	AB	A	G	G	(b)
Texas	B	BS	B	A	B	G	GS	G	B	B	B	B	B	B	G	...
Utah	B	GS	B	(a-3)	GS	(a-18)	GS	...	BA	AG	(a-10)	AB	(a-9)	GS	GS	BG
Vermont	G	BG	...	(a-5)	GS	G	AGS	(a-7)	GS	A	(a-10)	A	A	A	GS	(a-5)
Virginia	GB	GB	GB	GB	GB	(a-30)	(a-7)	GB	GB	GB	GB	GB	GB	B	GB	(b)
Washington	GS	CE	B	A	GS	GS	GS	(a-7)	A	G	(a-10)	GS	A	SE	GS	GS
West Virginia	G	B	B	A	GS	B	(a-7)	A	GS	GS	GS	A	G	GS	GS	...
Wisconsin	GS	CE	B	...	CS	(a-7)	(b)	A	GS	GS	(a-10)	G	(b)	GS	GS	GS
Wyoming	G	CE	B	(a-5)	G	G	(b)	(a-7)	G	AB	B	(p)	AG	B	G	...
Guam	G	BG	B	B	(a-12)	G	...	...	A	GS	A	B	GS	(a-19)	GS	GS
Puerto Rico	G	GS	GS	G	A	G	...	GS	GS	...	GS	G	G	GS	G	...

Appointed by *Approved by*
BA —Board Agency head
CS —Civil Service ...
ACB —Nominated by audit committee Both houses

(a) Chief administrative official or agency in charge of function:
(a-1) Attorney General
(a-2) Social Services
(a-3) Lieutenant Governor
(a-4) Purchasing
(a-5) Secretary of State
(a-6) Planning
(a-7) Administration
(a-8) Post Audit
(a-9) Commerce
(a-10) Transportation
(a-11) Personnel
(a-12) Labor & Industrial Relations
(a-13) Health
(a-14) Adjutant General
(a-15) Highways
(a-16) Budget
(a-17) Treasurer
(a-18) Natural Resources
(a-19) Banking
(a-20) General Services
(a-21) Education (Chief State School Officer)
(a-22) Pre-Audit
(a-23) Industrial Development
(a-24) Agriculture
(a-25) Welfare
(a-26) Consumer Affairs
(a-27) Tourism
(a-28) Community Affairs
(a-29) Parks & Recreation
(a-30) Disaster Preparedness
(b) No single agency or official.
(c) Economic development.

Table 18—Concluded
STATE ADMINISTRATIVE OFFICIALS: METHODS OF SELECTION*

State or other jurisdiction	Mental health	Natural resources	Parks & recreation	Personnel	Planning	Post audit	Pre audit	Public library	Public utility regulation	Purchasing	Social services	Solid waste	Taxation	Tourism	Transportation	Welfare
Alabama	B	G	G	B	G	CE	CS	B	SE	CS	G	. . .	G	G	. . .	(a-2)
Alaska	A	GB	A	A	G	CL	A	A	GB	A	A	GB	GB	A	GB	(a-2)
Arizona	A	. . .	B	AG	G	L	(a-8)	B	CE	AG	GS	. . .	GS	GS	GS	GS
Arkansas	AG	GS	GS	AG	. . .	. . .	CE	B	AG	AG	AG	AG	AG	AG	B	(a-2)
California	(a-13)	GS	GS	(b)	G	(b)	CE	GS	GS	G	G	GS	G	G	GS	(a-2)
Colorado	A	GS	BA	GS	GS	ACB	A	A	GS	A	GS	. . .	GS	GS	(a-15)	(a-2)
Connecticut	GE	GE	CS	A	A	L	GE	AB	GB	A	GE	CS	GE	CS	GE	GE
Delaware	GS	GS	AG	GS	GS	CE	(a-16)	AG	GS	A	GS	GS	A	AG	GS	(a-2)
Florida	A	GOC	(a-18)	. . .	. . .	L	(a-19)	A	GC	A	. . .	GS	GOC	A	GS	A
Georgia	BG	BG	BG	GS	(a-16)	SL	(f)	A	CE	(a-7)	BG	BG	GS	B	B	(a-2)
Hawaii	(a-13)	GS	(a-18)	GS	GS	(a-20)	(a-20)	(a-21)	(g)	(a-20)	GS	(a-13)	GS	(a-6)	GS	(a-2)
Idaho	A	. . .	GS	B	(a-16)	L	CE	. . .	GS	A	GS	A	GS	G	B	A
Illinois	GS	GS	GS	GS	. . .	L	CE	(a-5)	(i)	(a-7)	(j)	(b)	GS	(a-9)	GS	GS
Indiana	G	A	(a-18)	G	LG	G	CE	B	G	. . .	G	(l)	G	(a-3)	. . .	(a-2)
Iowa	(a-2)	GB	GD	BG	G	CE	GS	BS	GB	CS	GB	GS	GS	GS	GD	(a-2)
Kansas	AS	. . .	BG	A	GS	L	CS	GS	GS	A	GS	A	GS	A	GS	GS
Kentucky	(a-13)	AG	G	G	. . .	CE	AG	G	B	(b)	AG	AG	G	G	G	AG
Louisiana	GS	GS	GS	B	GS	SL	(a-16)	GS	CE	A	(a-13)	GS	GS	GS	GS	GS
Maine	AG	GLS	B	GLS	G	SL	AG	BG	GLS	AGS	GLS	(a-18)	AG	(a-23)	GLS	A
Maryland	(a-13)	GS	A	GS	GS	ASH	(a-17)	A	GS	CS	AG	(a-18)	CE	G	GS	(a-2)
Massachusetts	G	G	A	AG	G	CE	G	A	G	G	G	A	G	A	G	G
Michigan	GS	B	CS	CS	. . .	CL	CS	CS	GS	CS	GS	. . .	A	CS	B	(a-2)
Minnesota	GS	GS	A	GS	G	L	GS	. . .	GS	A	GS	A	GS	A	GS	GS
Mississippi	GS	G	G	G	A	CE	G	B	SE	(a-16)	(a-25)	. . .	G	(a-24)	(a-15)	G
Missouri	B	GS	A	A	. . .	(e)	(b)	B	GS	A	GS	A	GS	B	GS	A
Montana	A	GS	A	AG	A	L	(s)	B	SE	A	GS	A	GS	A	. . .	A
Nebraska	GS	B	B	GS	G	CE	A	B	CE	A	(a-25)	GS	GS	GS	GS	GS
Nevada	A	G	A	A	G	B	(a-7)	G	G	A	A	A	G	G	B	A
New Hampshire	GC	GC	GC	BGC	G	L	AG	B	GC	AGC	(a-25)	A	GC	A	. . .	GC
New Jersey	A	GS	A	GS	GS	(b)	(a-16)	A	GS	GS	A	A	GS	A	GS	AB
New Mexico	(a-13)	GS	A	G	G	CE	. . .	A	(b)	GS	G	A	G	A	GS	(a-2)
New York	GS	G	G	GS	. . .	(f)	(f)	CS	GS	GS	GS	(a-18)	GS	GS	GS	GS
North Carolina	G	G	G	AG	AG	CE	G	G	GS	AG	G	G	G	A	G	(a-2)
North Dakota	AB	G	G	AB	AG	CE	. . .	A	CE	A	B	A	CE	A	. . .	(a-2)
Ohio	GS	GS	A	A	A	(e)	(e)	B	GS	A	GS	GS	GS	A	GS	GS
Oklahoma	B	. . .	(a-27)	B	(a-28)	CE	(a-16)	B	CE	B	GS	A	GS	B	B	(a-2)
Oregon	AG	. . .	AG	GS	. . .	(a-5)	. . .	B	GS	A	GS	A	GS	A	BS	AG
Pennsylvania	G	G	CS	G	G	CE	(a-17)	A	GS	A	G	CS	GS	A	GS	A
Rhode Island	G	GS	A	CS	CS	(b)	A	GS	G	CS	GS	B	CS	A	GS	(a-2)
South Carolina	B	. . .	B	B	B	B	CE	G	L	B	B	B	G	(a-29)	(a-15)	(a-2)
South Dakota	A	GS	GS	GS	G	SL	CE	B	SE	A	GS	GS	GS	GS	GS	AG
Tennessee	G	G	A	G	G	CL	(a-8)	A	SE	A	A	A	G	G	G	G
Texas	B	(b)	B	. . .	(a-16)	L	B	B	GS	A	A	(b)	CE	(b)	(a-15)	BS
Utah	BA	GS	BA	GS	G	CE	(a-8)	AB	GS	AG	GS	A	GS	AB	GS	BA
Vermont	GS	GS	A	GS	G	CE	AGS	G	GS	G	GS	A	GS	A	GS	GS
Virginia	GB	GB	(a-18)	GB	(a-16)	GB	GB	GB	L	(a-20)	(a-25)	(b)	GB	(a-18)	GB	GB
Washington	A	CE	B	G	G	CE	A	B	GS	A	A	A	GS	A	B	A
West Virginia	(a-13)	GS	A	G	. . .	(b)	CE	B	GS	A	A	B	GS	A	(a-15)	GS
Wisconsin	(a-13)	B	(a-18)	CS	(a-16)	. . .	(a-7)	(a-21)	GS	(a-20)	(a-13)	(a-18)	GS	A	GS	A
Wyoming	A	A	G	G	G	L	CE	B	G	A	G	G	B	G	. . .	(a-2)
Guam	A	. . .	GS	A	GS	L	. . .	B	GS	A	A	GS	GS	B	GS	(a-2)
Puerto Rico	GS	GS	G	GS	GS	GB	(a-17)	A	GS	(a-20)	GS	. . .	A	G	GS	(a-2)

(d) Function performed by eight agencies, all GS.

(e) State auditor, CE.

(f) Comptroller. Georgia, E; New York, A.

(g) Part of the administrative program of the Director, Dept. of Regulatory Agencies, GS.

(h) Function performed by eight-member board (GS). Four members are nominated by governor and four are nominated by the highest ranking constitutional officer of the political party opposite that of the governor.

(i) Members appointed by the governor with consent of senate; chairman is chosen by the governor from among the members.

(j) Social Services function performed by three agencies: Children Services, GS; Dept. on Aging, GS; Dept. of Vocational Rehabilitation, GS.

(k) Lieutenant governor and secretary of state are same individual.

(l) Solid Waste Management Commission, composed of governor or representative, State Health Commissioner & Assistant Commissioner for Environmental Health, 4 Senators, 4 Representatives and 4 citizen members appointed by governor.

(m) The secretary of transportation is acting commissioner of highways with no additional compensation.

(n) Commerce Commission, composed of Commissioners of Banking, Securities and Insurance, all GS.

(o) The speaker of the senate is elected by the senate from among its membership and, by statute, is lieutenant governor.

(p) Capitol Building Commission, composed of governor, secretary of state, auditor, treasurer and superintendent of public instruction, all CE.

(q) Election Commission, composed of governor, attorney general, and secretary of state, all CE.

(r) State Auditor is ex officio commissioner of insurance, CE.

(s) Function performed in office of centralized accounting, A.

Table 19
PROVISIONS FOR RECALL OF STATE OFFICIALS

State or other jurisdiction	*Officers to whom applicable*	*Established by constitutional provision*	*Petition requirement**	*Also available to all or some local government units†*
Alaska	All elective officials except judicial officers	★	25% of voters in last general election in district in which election occurred	★
Arizona	All elective officials	★	25% of votes cast in last election for office of official sought to be recalled	★
California	All elective officials	★	State officer: 12% of votes cast in last election for officer sought to be recalled; state legislators, members of Board of Equalization, and judges: 20%	★
Colorado	All elective officials	★	25% of votes cast in last election for office of official sought to be recalled	★
Idaho	All elective officials except judicial officers	★	20% of the number of electors registered to vote in the last general election held in the jurisdiction from which the officer was elected	★
Kansas	All elected public officials in the state except judicial officers	★	40% of votes cast at the last general election for office of official sought to be recalled	★
Louisiana	All elective officials except judges of courts of record	★	33-1/3% of voters voting; 40% of voters in districts of less than 1,000 voters	★
Michigan	All elective officials except judges of courts of record	★	25% of voters in last election for governor in electoral district of officer sought to be recalled	...
Montana	All public officials elected or appointed	(a)	10% of registered voters at preceding general election is required, except for officials chosen from a district, in which case 15% of the number registered to vote in the preceding election in that district is required	★
Nevada	All elective officials	★	25% of voters voting in the jurisdiction electing official sought to be recalled	★
North Dakota	All elective officials	★	30% of votes cast in last general election for governor	★
Oregon	All elective officials	★	25% of votes cast in last election for supreme court justice	★
Washington	All elective officials except judges of courts of record	★	25%-35% of qualified electors depending on unit of government	★
Wisconsin	All elective officials	★	25% of votes cast in last general election for governor	★
Guam	Governor	★	Petition for referendum: 2/3 vote of legislature or petition of legislature by 50% of voters voting in last gubernatorial election. Referendum election: "yes" votes must total 2/3 of votes cast in last gubernatorial election, and majority vote on issue must be "yes"	...
Virgin Islands	Governor	★	40% of votes cast for governor in last election	...

---

*In each state where a recall election may occur, a majority of the popular vote is required to recall an official.

†In addition to those listed, the following states have a recall process available only to local units of government: Arkansas, Georgia, Hawaii, Illinois, Iowa, Maine, Minnesota, Missouri, Nebraska, New Jersey, Ohio, Oklahoma, South Carolina, Texas, and Wyoming.

(a) Allowable under the constitution; provision is statutory.

STATE BUDGETING

By S. Kenneth Howard*

AFTER NEARLY 15 years of reforms constantly bombarding the processes of state budgeting, a period of relative calm has set in. Previously, states had eclectically chosen among performance budgeting, program budgeting, planning-programming-budgeting, and zero-base budgeting, as these and other budgetary reforms swept across the nation. Innovations have not been limited solely to "budget" reforms. General managerial techniques, particularly management by objectives, have generated new demands on the type of information and procedures traditionally used in preparing state executive budgets.

This smorgasbord approach makes it virtually impossible to classify states' budgeting processes in unambiguous categories. The simple question: Is your state doing object-of-expenditure budgeting, program budgeting, PPB, or zero-base budgeting?, cannot be answered simply. State budget systems are hybrids rather than purebreds, distinguished by the adopted and adapted parts of recent reforms as well as by state-specific practices. The reform flurry has left state budget processes more variegated than ever; states are more and more "growing their own" budget processes to suit their own needs and mores.

A recent appraisal of state budget innovations and their impact found that changes had indeed occurred, but also concluded that: (1) budget process changes were more form than substance, (2) budget offices continue to emphasize financial control, and (3) reorienting the mentality of budget and agency personnel through more integrated budget and managerial processes can significantly affect decisionmaking processes.[1]

It is easier to describe some of the underlying forces with which state budget processes have had to contend than it is to categorize those processes. Sweeping across the country have been not only budget process reforms, but also inflation, demographic changes, energy limitations, and taxpayer uneasiness over the size of government and the levels of taxation required to support that government.

Economic Considerations

Persistent inflation has become a fact of life in state budgeting. In absolute dollars, inflation drives up both the costs of state government and state tax collections. States with progressive income tax rates have seen tax collections rise far more sharply than the growth in real personal income as more and more taxpayers moved into brackets with higher marginal rates. Inflation feeds the notion that it is better to acquire now because everything will cost more tomorrow, especially if money can be borrowed and paid back later in cheaper dollars. The political process, which always demarcates the boundaries and directions of state budgeting, finds it hard to resist the appeal of interest rates which are lower than the rate of inflation. Virtually every state budget as it is introduced is the highest in that state's history. Inflation, affecting both revenues and expenditures, is probably the single largest contributor to this pattern.

---

*Mr. Howard is State Budget Officer, Wisconsin.

The tie between state budgets and general economic conditions is best reflected in Michigan's Economic Stabilization (rainy day) Fund. Payments from general revenues are made into the fund whenever adjusted real personal income in Michigan increases more than 2 percent. The payments are proportional to the amount by which real income growth exceeds the 2 percent trigger level. Money can be withdrawn if there is negative growth in the personal income index or whenever unemployment reaches 8 percent or more in any calendar quarter. The size of the authorized withdrawals varies with the magnitude of these negative events. The Michigan economy is far more cyclically volatile than that of most states, and this Michigan initiative in countercyclical policies has not attracted widespread following in other state capitols.

Demographic Changes

As a service industry, state government spending is affected by changes in the clientele served. State government costs rise as population increases, but other demographic changes also affect the way limited state resources get allocated. The average age is rising; a decreasing proportion of total population is in lower age groups, particularly in the school-age years. Public schools and higher education institutions, which together account for a larger portion of state spending than almost all other state government functions combined, are experiencing enrollment declines. The past 40 years provide little experience on how to plan and budget for large social institutions facing declining demands. Budget allocations become battlegrounds as states grapple with the implications of these demographic facts.

Older populations require different services than younger ones, and some of those services can be quite expensive. In recent years, Medicaid expenditures have probably been the single, most rapidly growing part of state budgets in absolute terms, and often in relative terms as well. Other programs for older citizens are expanding as the elderly improve their ability to utilize their increasing numbers evermore skillfully in state politics.

Energy Limitations

Energy limitations have also affected state budgets. Energy-related items, such as fuels and utilities, have probably risen faster than any other objects of state expenditure. As energy consumers, all state governments have felt the effects of general inflation and foreign-induced price increases.

However, energy-producing states which rely heavily on severance taxes have experienced fiscal boons. Furthermore, budget allocations now support more and more programs for dealing with energy matters: subsidies to encourage home weatherization, incentives for trying alternative energy sources, research into new energy sources, and grants to help low-income persons meet the rising costs of heating fuels. While these energy expenditures still constitute a relatively small part of total state spending, they are rising rapidly and reflect growing public awareness of energy limitations.

Taxpayer Concerns

Taxpayer uneasiness over the size of government spending, of which California's Proposition 13 is the most dramatic manifestation, affects both the substance and processes of state budgeting. State political leaders throughout the country, even where constitutional or statutory spending limitations are absent, have concluded that state spending growth must be curbed. States vary as to when, where, and how deeply restrictions are to be applied, but in times of restraint, budget processes are likely to give growing emphasis to promoting efficient use of appropriations. Those budgetary techniques which encourage operational efficiency and productivity are likely to have more political appeal and support than they have known in recent years, when reforms with other emphases were dominant.

Recent New York experience shows the profound adverse effects independent authorities can have on a state's fiscal condition. Typically, authorities in such fields as housing and transportation are exempted from the rigors of executive and legislative budget review processes. Efforts to contain state spending are encouraging a review of this exemption and may lead to extensive changes in the range and scope of state budgets.

One other trend, primarily organizational, is noteworthy. Budgeting has long been recognized as the single most significant policy development process and management tool available to state chief executives. Not surprisingly, budgeting is increasingly being merged with other activities such as planning, evaluation, and management analyses to provide governors with a more coordinated, comprehensive, and focused policy development mechanism. Merged planning and budgeting organizations, for example, are far more common now than they were a decade ago.

Conclusion

Changes in the substance and processes of state budgeting will always be part of a dynamic and well-governed society, although financial control will remain preeminent. With inflation pushing up costs while the public simultaneously demands more services and a hold-the-line tax policy, the budget process will be used increasingly to encourage greater government productivity and more social and economic return on public investments.

Footnote

1. James Ramsey and Merlin M. Hackbart, *Innovations in State Budgeting* (Lexington, Ky.: Center for Public Affairs, College of Business and Economics, University of Kentucky, 1979), p. ix.

STATE BUDGETARY PRACTICES

State or other jurisdiction	*Budget-making authority*	*Official or agency preparing budget*	*Date estimates must be submitted by dept. or agencies*	*Date submitted to legislature*	*Power of legislature to change budget**	*Power of item veto by governor†*	*Fiscal year begins*	*Frequency of budget*
Alabama	Governor	Div. of the Budget, Dept. of Finance	Feb. 1 preceding each regular session	By the 5th day regular business session	Unlimited	Yes	Oct. 1	Annual
Alaska	Governor	Div. of Budget & Management, Office of the Governor	Oct. 1	3rd legislative day of session	Unlimited	Yes	July 1	Annual
Arizona	Governor	Finance Div., Dept. of Administration	Sept. 1 each year	By the 5th day of regular session	Unlimited	Yes	July 1	Annual
Arkansas	Governor	Office of Budget, Dept. of Finance & Administration	Sept. 1 in even years	Date of convening session	Unlimited	Yes	July 1	Biennial, odd yr. (a)
California	Governor	Dept. of Finance	Specific date for each agency set by Dept. of Finance	Jan. 10	Unlimited	Yes	July 1	Annual
Colorado	Governor	Executive Director, Office of State Planning & Budgeting	Aug. 1-15	10th day of session which begins in Jan.	Unlimited	Yes	July 1	Annual
Connecticut	Governor	Div. of Budget & Financial Management, Office of Policy & Management	Sept. 1	1st session day after third of Feb. in odd years, except if change in governor; then 1st session day after Feb. 14. In even years, on the Wed. following the 1st Mon. in Feb.	Unlimited	Yes	July 1	Annual
Delaware	Governor	Office of Budget Director, Office of the Governor	Sept. 15; schools, Oct. 15	By Feb. 1	Unlimited	Yes	July 1	Annual
Florida	Governor	Div. of Budget, Dept. of Administration	Nov. 1 each year	45 days prior to regular session	Unlimited	Yes	July 1	Biennial(c)
Georgia	Governor	Office of Planning & Budget	Sept. 1	By 5th day of session or sooner	Unlimited	Yes	July 1	Annual
Hawaii	Governor(d)	Budget, Planning & Management Div., Dept. of Budget & Finance	July 31, even years	3rd Wed. in Jan. of odd years; 20 days in advance to members of legislature	Unlimited	Yes	July 1	Biennial, odd yr. (a,e)
Idaho	Governor	Bureau of the Budget, Div. of Budget, Policy Plann. & Coordination, Office of the Governor	Aug. 15 before Jan. session	Not later than 5th day of session.	Unlimited	Yes	July 1	Annual
Illinois	Governor	Bureau of the Budget, Office of the Governor	Specific date for each agency set by Bureau of the Budget	First Wed. in March	Unlimited	Yes	July 1	Annual
Indiana	Governor	Budget Agency (f)	Sept. 1 in even years, flexible policy	Within the 1st two weeks after the session convenes (g)	Unlimited	No	July 1	Biennial, odd yr. (a)
Iowa	Governor	Comptroller	Sept. 1	Feb. 1 or before	Unlimited	Yes	July 1	Biennial, odd yr. (a)
Kansas	Governor	Div. of the Budget, Dept. of Administration	Not later than Oct. 1	Within 3 weeks after convening of session in odd years and within 2 days after convening of session in even years	Unlimited	Yes	July 1	Annual
Kentucky	Governor	Office for Policy & Management, Dept. of Finance	Specific date set by administrative action but may not be later than Nov. 15 of each odd year	As governor desires	Unlimited	Yes	July 1	Biennial, even yr. (a)

Louisiana	Governor	State Executive Budget Director, Div. of Administration	Dec. 15	Not later than 1st day of each regular session.	Unlimited	Yes	July 1	Annual
Maine	Governor	Bureau of the Budget, Dept. of Finance & Administration	Sept. 1 in even years	No later than the close of 2nd week of regular session. Governor-elect to his 1st term of office, no later than the close of the 6th week of regular session	Unlimited	No	July 1	Biennial, odd yr. (a)
Maryland	Governor	Secretary, Dept. of Budget & Fiscal Planning	Sept. 1	3rd Wed. of Jan., annually	Limited: legislature may decrease but not increase except appropriations for legislature and judiciary	No	July 1	Annual
Massachusetts	Governor	Budget Director, Div. of Fiscal Affairs, Executive Office for Administration & Finance	Set by administrative action	Within 3 weeks after convening of the legislature	Unlimited	Yes	July 1	Annual
Michigan	Governor	Office of the Budget, Dept. of Management & Budget	Set by administrative action	10th day of session	Unlimited	Yes	Oct. 1	Annual
Minnesota	Governor	Budget Div., Dept. of Finance	Oct. 1 preceding convening of legislature	Within 3 weeks after the 1st Mon. in Jan. in each odd year	Unlimited	Yes	July 1	Biennial, odd yr. (a)
Mississippi	Commission of Budget & Accounting (h)	Commission of Budget & Accounting	Aug. 1 preceding convening of legislature	Dec. 15	Unlimited	Yes	July 1	Annual
Missouri	Governor	Div. of Budget & Planning, Office of Administration	Oct. 1	By the 30th day	Unlimited	Yes	July 1	Annual
Montana	Governor	Director, Office of Budget & Program Planning, Governor's Office	Sept. 1 of year before each session	1st day of session	Unlimited	Yes	July 1	Biennial, odd yr.
Nebraska	Governor	Budget Div., Dept. of Administrative Services	Not later than Sept. 15.	Jan. 15	Limited: three-fifths vote required to increase governor's recommendations; majority vote required to reject or decrease such items	Yes	July 1	Annual
Nevada	Governor	Budget Director, Budget Div., Dept. of Administration	Sept. 1	10th day of session or before	Unlimited	No	July 1	Biennial, odd yr. (a)
New Hampshire	Governor	Comptroller, Dept. of Administration & Control	Oct. 1 in even years	Feb. 15 in odd years	Unlimited	No	July 1	Biennial, odd yr. (a)
New Jersey	Governor	Director, Div. of Budget & Accounting, Dept. of the Treasury	Oct. 1	Third Tuesday after opening of session	Unlimited	Yes	July 1	Annual
New Mexico	Governor	Budget Div., Dept. of Finance & Administration	Sept. 1	On or before 25th day of regular session	Unlimited	Yes	July 1	Annual
New York	Governor	Div. of Budget, Executive Dept.	Early in Sept.	Second Tuesday following the first day of the annual session, except on or before Feb. 1 in years following gubernatorial election	Limited: may strike out items, reduce items, or add separate items of expenditure	Yes	April 1	Annual
North Carolina	Governor	Office of State Budget	Sept. 1 preceding session	1st week of session	Unlimited	No	July 1	Biennial, odd yr. (a)
North Dakota	Governor	Director, Dept. of Accounts & Purchases	July 15 in even years; may extend 45 days	December 1, prior to biennial session	Unlimited	Yes	July 1	Biennial, odd yr.

STATE BUDGETARY PRACTICES—Concluded

State or other jurisdiction	*Budget-making authority*	*Official or agency preparing budget*	*Date estimates must be submitted by dept. or agencies*	*Date submitted to legislature*	*Power of legislature to change budget**	*Power of item veto by governor†*	*Fiscal year begins*	*Frequency of budget*
Ohio	Governor	Office of Budget & Management	Nov. 1, Dec. 1 when new governor is elected	Within four weeks of convening in odd years unless change in governor; then Mar. 15.	Unlimited	Yes	July 1	Biennial, odd yr. (a)
Oklahoma	Governor	Director of State Finance, Div. of Budget	Sept. 1	Immediately after convening of regular legislative session; an incoming governor, following inaugural	Unlimited	Yes	July 1	Annual
Oregon	Governor	Budget & Management Div., Executive Dept.	Sept. 1 in even year preceding legislative year	Dec. 1 in even year preceding legislative year	Unlimited	Yes	July 1	Biennial, odd yr.
Pennsylvania	Governor	Budget Secretary, Governor's Budget Office	Nov. 1 each year	As soon as possible after organization of legislature	Unlimited	Yes	July 1	Annual
Rhode Island	Governor	Div. of Budget, Dept. of Administration	Oct. 1	24th day of session	Unlimited	No	July 1	Annual
South Carolina	State Budget & Control Board(i)	Finance Div., State Budget & Control Board	Sept. 15 or discretion of of board	2nd Tues. in Jan.	Unlimited	Yes	July 1	Annual
South Dakota	Governor	Commissioner, Bureau of Finance & Management, Dept. of Executive Management	Sept. 1	Dec. 1	Unlimited	Yes	July 1	Annual
Tennessee	Governor	Budget Div., Dept. of Finance & Administration	Oct. 1	Prior to Feb. 1, except prior to Mar. 1 in first year of governor's term.	Unlimited	Yes	July 1	Annual
Texas	Governor, Legislative Budget Board	Budget & Planning Office, Office of Governor; Legislative Budget Board	Date set by budget director and legislative board	7th day of session or before	Unlimited	Yes	Sept. 1	Biennial, odd yr. (a)
Utah	Governor	State Budget Office	Sept. 1-30(j)	After convening of legislature, 3 days regular session; 1 day budget session	Unlimited	Yes	July 1	Annual
Vermont	Governor	Commissioner, Dept. of Budget & Management; Agency for Administration	Sept. 1	3rd Tues. in Jan.	Unlimited	No	July 1	Biennial, odd yr. (a)
Virginia	Governor	Director, Dept. of Planning & Budget, Office of Administration & Finance	Aug. 1 in odd years	Within 5 days after convening of regular session on 2nd Wed. in Jan. in even years	Unlimited	Yes	July 1	Biennial, even yr. (a)
Washington	Governor	Director, Office of Financial Management	Date set by governor	20th day of December prior to session	Unlimited	Yes	July 1	Biennial, odd yr. (a)
West Virginia	Governor	Div. of Budget, Dept. of Finance & Administration	Aug. 15	1st day of session except for 1st year of new gov. when it may be submitted 1 month after convening of session	Limited: may not increase items of budget bill except appropriations for legislature and judiciary	Yes	July 1	Annual
Wisconsin	Governor	State Budget Office, Div. of Executive Services, Dept. of Administration	Dates as set by secretary, Department of Administration	On or before the last Tues. in Jan. in odd-numbered years	Unlimited	Yes	July 1	Biennial, odd yr. (a)
Wyoming	Governor	Budget Div., Dept. of Administration & Fiscal Control	Aug. 15 preceding session in Feb.	Jan. 1	Unlimited	Yes	July 1	Biennial, even yr. (a)

Dist. of Col.	Mayor	Office of Budget & Management Systems	Date set by Mayor	(b)	Unlimited	Yes	Oct. 1	Annual
American Samoa	Governor	Planning & Budget Office	July 1	August	Unlimited (local funds)	Yes	Oct. 1	Annual
Guam	Governor	Bureau of Budget & Management Research	Date set by director, Bureau of Budget & Management Research. Usually not later than Oct. 3.	2nd Mon. in Jan.; opening day of regular session	Unlimited	Yes	Oct. 1	Annual
Puerto Rico	Governor	Bureau of the Budget, Office of the Governor	Oct. 15	2nd Mon. in Jan.; opening day of regular session	Unlimited	Yes	July 1	Annual
Virgin Islands	Governor	Director of the Budget, Office of the Governor	Oct.	Upon convening	Unlimited	Yes	July 1	Annual

---

*Limitations listed in this column relate to legislative power to increase or decrease budget items generally. Specific limitations, such as constitutionally earmarked funds or requirement to enact revenue measures to cover new expenditure items, are not included.

†See table on pages 110-11 for further details of item veto power in some states.

(a) Budget is adopted biennially, but appropriations are made for each year of the biennium separately. Maine—Budget is reviewed annually. Minnesota and Wisconsin—a few appropriations are made for the biennium. Virginia—amendments have been made in odd-numbered years, but there is no formal provision for annual review of the entire biennial appropriation. North Carolina, Washington, and Wyoming—biennial appropriations with annual review. Wisconsin—statutes authorize an annual budget review, and the governor may in even years recommend changes.

(b) Budget submitted to both council and Congress. Council sets date of submission for its review; the Office of Management and Budget, Executive Office of the President, sets the date for submission to Congress.

(c) Effective fiscal 1979-81.

(d) Governor has budget making authority for executive branch only. Judiciary and legislative branch budgets are the responsibility of the respective branches, and the governor may only veto the budget bills as a whole, not by item.

(e) Increases or decreases may be made in even-year sessions.

(f) Budget Committee serves in advisory capacity.

(g) Convenes on 1st Thursday after 1st Monday in Jan. in odd years.

(h) Composition of commission: governor as ex officio chairman, lieut. governor, chairman House Ways and Means Committee, chairman House Appropriations Committee, chairman Senate Finance Committee, president pro tem of senate, chairman Senate Appropriations Committee, one member of senate appointed by lieut. governor, speaker of house, two house members appointed by the speaker.

(i) Composition of board: governor as chairman, treasurer, comptroller general, chairman Senate Finance Committee, chairman House Ways and Means Committee.

(j) 30 days prior to each department or agency hearing before the governor.

BUDGET AGENCY FUNCTIONS*

State or other jurisdiction(a)	Revenue estimating, primary	Revenue estimating, secondary	Fiscal research	Fiscal notes	Organization & management analysis	Accounting, primary	Accounting, secondary	Pre-audit	Data processing, primary	Data processing, secondary	Legislative review	Planning†	Program policy/ issue analysis	Program evaluation	Federal/state relations‡	Debt management	Cash management	Economic analysis
Alaska	...	...	★	★	★	...	...	...	...	...	★	...	★	★	...	...	...	...
Arizona	★	...	★	...	...	...	...	...	...	...	★	...	★	...	X, Y, Z	...	...	...
Arkansas	★	...	★	★	...	...	...	...	...	...	...	C	...	...	V, W, X, Y, Z	...	...	★
California	★	...	★	★	...	...	★	...	...	★	★	...	★	★	V	...	★(b)	★
Colorado	★	...	★	★	...	...	...	...	...	...	★	C, P	★	★	V, W, X, Y, Z	...	...	★
Delaware	...	...	★	...	★	...	★	...	...	...	...	...	...	...	W	...	...	...
Florida	★(c)	...	★	★(d)	★	...	...	...	...	...	★	P	★	★	...	...	...	★
Georgia	★	...	★	★(e)	★	...	...	★(f)	...	...	★	P	★	★	V, W, X	...	...	★
Hawaii	★(g)	...	★	...	★	...	...	...	★	...	★	P	★	★	Y	★	(h, i)	...
Idaho	★	...	★	★	...	...	...	...	...	...	★	...	★	★	V, W, X	...	...	★
Illinois	★	...	★	★	★	...	...	...	...	...	★	F, C, P	★	★	W, X, Y, Z	★	★	★
Indiana	★	...	★	★	...	...	...	...	...	...	★	P	...	...	V, X	...	...	...
Iowa	★	...	★	...	★	★	...	★	★	...	★	...	★	...	V, W, Y	...	...	★
Kansas	★	...	★	★	★	...	...	...	...	...	★	P	★	★	V(j)	...	...	★
Kentucky	...	★(k)	★	...	★	...	...	...	...	...	★	P	★	★	V, X, Y	★	(i)	...
Louisiana	★	...	★	...	★	★	★	...	...	...	...	...	...	★	V, X	...	(h)	★
Maine	...	★(l)	★	★	★	...	...	...	...	...	★	...	...	...	V, Y	...	...	...
Maryland	...	★(m)	★	...	★	...	...	...	★(n)	★	...	P	★	★	...	...	...	...
Massachusetts	★(o)	...	★	...	...	...	...	...	...	...	★	...	★	★	V	★	...	...
Minnesota	(p)	...	(p)	★	...	(p)	...	(p)	...	...	(p)	...	...	★	V, W(p)	(p)	(i, p)	(p)
Mississippi	★	★	★	★	...	...	★	...	...	★	...	...	★	★	...	...	...	★
Missouri	★	...	★	...	★	...	...	...	...	...	★	L, C, P	★	★	X, Y, Z	...	...	★
Montana	★(q)	★(k)	★	★	★	...	...	...	...	★	★	F, P	★	★	V, X	...	...	★
Nebraska	...	★(r)	★	★	★	...	...	...	...	...	★	...	★	...	Review only	...	...	...
Nevada	★	...	★	★	...	...	...	★	...	...	★	...	...	...	...	★	...	...
New Hampshire	★	...	★	...	★	...	...	...	...	...	...	P	★	...	...	...	...	...
New Jersey	★	★(s)	★	★	★	★	★	★	★	...	...	P	★	★	X, Y	...	(h, i)	...
New Mexico	★	...	★	...	...	...	...	...	...	...	★	P	...	...	...	...	...	★
New York	★	...	★	★	★	...	...	...	...	★	★	P	★	★	W, X, Y, Z	...	...	★
North Carolina	...	★(t)	★	...	★	★	★	★	...	...	★	P	★	★	...	...	...	★
North Dakota	★	...	★	...	...	★	...	★	★	...	...	...	...	...	...	...	...	...
Ohio	★	...	★	...	★	...	...	...	...	...	★	...	★	★	X	★	★	★
Oregon	★	...	★	★	★	...	...	...	...	...	★	...	★	...	...	...	...	★
Pennsylvania	...	★	★	★	...	...	...	...	...	...	★	C	...	★	...	★	(i)	★
Rhode Island	★	...	★	★	★	...	...	...	...	...	★	...	...	...	V, X	★(u)	(i)	★

South Carolina	★	★	★	★	...	...	★	...	★	★	...	C, P	★	★	V	...	...	★
South Dakota	★	...	★	★(v)	★	★	...	...	...	...	★(w)	...	★	★	...	...	...	★
Tennessee	★	...	...	...	...	★	...	★	★	...	★	...	...	...	V	...	...	...
Texas	...	★(x)	★	...	...	...	...	...	...	...	★	L, C, P	★	★	V, W, X	...	...	★
Utah	★	...	★	...	...	...	★	★	...	...	★	...	★	★	...	...	...	...
Vermont	★	...	★	★	★	...	...	...	★	...	★	...	★	★	...	...	...	★
Virginia	...	...	★	★	...	...	...	...	...	...	★	C, P	★	★	V	...	...	★
Washington	...	★(y)	★	★	★	★	★	...	...	...	★	C, P	★	★	V, W, X, Y	...	...	...
Wisconsin	★(z)	★(z)	★	★	★	★	...	★	★	★	★	C, P	★	★	V, W, X, Z	...	(h)	★
Wyoming	...	★(aa)	★	...	★	...	★	...	...	...	...	...	...	...	X	...	...	...
Guam	...	★(ab)	★	★	★	...	...	...	...	...	★	P	★	★	V, W, X, Z	...	...	★
Puerto Rico	...	...	★	...	★	★	...	...	...	...	★	P	★	★	...	...	...	★
Virgin Islands	...	★	...	★(ac)	...	...	...	...	...	...	★	C, P	★	★	X	...	...	...

**Source:* National Association of State Budget Officers. In addition to the functions listed, the following states indicated additional duties: Colorado—approval of fund transfers; New Hampshire—management supervision of all state agencies; New Jersey—monitor programs and their objectives to determine progress in reaching objectives; New Mexico—review contracts for professional services and out-of-state travel requests, propose and administer salary plans for exempt employees (political appointments), serve as revenue sharing liaison, draft general appropriations act, prepare capital budgets and plans, budget adjustments; New York—assists in management assistance and coordination, state-local relations, employee relations and compensation; Rhode Island—negotiations of hospital rates and engineering review of capital projects; Virginia—development, storage, retrieval, and dissemination of data on social, economic, physical, and governmental aspects of the state to provide information for use by state and other governmental bodies; Guam—local auditing of territorial programs within the executive branch; Virgin Islands—coordination of state energy policy.

†: L—Local.
F—Functional.
C—Comprehensive state.
P—Policy.

‡: V—Approval of agency grant applications.
W—Planning assistance for and monitoring of grant applications.
X—A-95.
Y—Information on grant awards: 1082 reports, etc.
Z—Assistance to agencies and local government on obtaining grants or information on grant programs.

(a) No response was received from Alabama, Connecticut, Michigan, Oklahoma, and West Virginia.

(b) Maintains a central warning system.

(c) Executed through Revenue Estimating Committee comprised of representatives from Division of Budget, legislature, comptroller, Departments of Revenue, Business Regulation, and Motor Vehicle and Highway Safety.

(d) Upon request of governor, legislature, or other.

(e) Joint responsibility with state auditor's office and Office of Planning and Budget.

(f) Agency requests equipment purchases, certain contracts, and certain personnel actions which have an impact on agency's personnel cost.

(g) Council on Revenues (constitutional requirement).

(h) Receipt and disbursement of cash on a continuing basis.

(i) Determining, on a continuing basis, amounts to be kept in demand or time deposits and amounts to be invested in short- or long-term securities.

(j) Recommendations on agency grant applications.

(k) Department of Revenue.

(l) Agency collecting revenue.

(m) Board of Revenue Estimates.

(n) One of six large centers.

(o) Responsibility of Budget Bureau with aid and counsel of Department of Corporation and Taxation.

(p) Performed in Department of Finance by a unit other than the Budget Division.

(q) General Fund only.

(r) Revenue Department makes projections with only review function served by Budget Division.

(s) Division of Taxation.

(t) Governor; Advisory Budget Commission; legislature.

(u) Recommend bond sale, including amount by project and term.

(v) Only at the request of legislators.

(w) All departments review bills introduced which apply to them.

(x) Comptroller of Public Accounts.

(y) Department of Revenue is responsible for primary revenue estimating for most major taxes; however, budget agency has responsibility for all the estimates used for the budget.

(z) By statute, budget agency responsible for revenue estimating; however, Department of Revenue provides assistance.

(aa) State auditor.

(ab) Department of Revenue and Taxation and Department of Commerce.

(ac) Approval of personnel action and fund transfers.

ELEMENTS OF STATE FINANCIAL ORGANIZATION
Officials or Agencies in Charge of Specified Aspects

State or other jurisdiction	Preparation of budget	Special budget review agency in legislative branch	Determination of nature of accounting system	Budgetary and related accounting controls	Voucher approval and pre-audit	Warrant issuance(a)	Actual payment of warrants	Post-audit
Alabama	Governor; Finance Director (G)	Legislative Fiscal Officer (L); Senate Finance and Taxation Committee (L); House Ways and Means Committee (L)	Dept. of Examiners of Public Accounts (L) (b)	Finance Director (G)	Comptroller (c); State Auditor (E)	Comptroller (c)	Treasurer (E)	State Auditor (E); Chief Examiner, Dept. of Examiners of Public Accounts(L)
Alaska	Governor; Div. of Budget and management (d)	Legislative Budget and Audit Committee (L)	Div. of Finance, Dept. of Administration (d)	Dept. of Administration (d)	Dept. of Administration (d)	Dept. of Administration (d)	Div. of Treasury, Dept. of Revenue (d)	Div. of Legislative Audit (L); Div. of Internal Audit, Dept. of Administration(d)
Arizona	Governor; Finance Div., Budget Office, Dept. of Administration (G)	Joint Legislative Budget Committee (L)	Finance Div., Accounting Office, Dept. of Administration (G)	Finance Div., Budget Office, Dept. of Administration (G)	Finance Div., Accounting Office, Dept. of Administration (G)	Finance Div., Accounting Office, Dept. of Administration (G)	Treasurer (E)	Auditor General (L)
Arkansas	Governor; Director, Dept. of Finance and Administration and its Office of Budget (G)	Legislative Council, Bureau of Legislative Research (L)	Administrator, Office of Accounting, Dept. of Finance and Administration (d)	Dept. of Finance and Administration (d)	Auditor (E); Pre-Audit Section, Office of Accounting, Dept. of Finance and Administration (d)	Auditor (E)	Treasurer (E)	Legislative Joint Auditing Committee (L)
California	Governor; Finance Director (G)	Joint Legislative Budget Committee (L)	Finance Director (G)	Finance Director (G)	Controller (E)	Controller (E)	Treasurer (E)	Auditor General (L); Financial Management Audits, Dept. of Finance (d); Comptroller (E)
Colorado	Governor; Office of State Planning and Budgeting (G)	Joint Budget Committee (L)	Director, Dept. of Administration (G)	Controller (CS)	Controller (CS)	Controller (CS)	Treasurer (E)	Auditor (L)
Connecticut	Governor; Div. of Budget and Financial Management, Office of Policy and Management (G)	Office of Fiscal Analysis (L)	Comptroller (E)	Commissioner of Finance and Control (G)	Comptroller (E)	Comptroller (E)	Treasurer (E)	Auditors of Public Accounts (L); Program Review and Investigations Committee (L)
Delaware	Governor; Budget Director (G)	Joint Legislative Finance Committee (L); Controller General (L)	Budget Director (G)	Secretary, Dept. of Finance (G)	Budget Director (G); Secretary, Dept. of Finance (G)	Secretary, Dept. of Finance (G)	Treasurer (E)	Auditor of Accounts (E)
Florida	Governor; Dept. of Administration (G)	House and Senate Appropriation Committees (L)	Auditor (L); Secretary, Dept. of Administration (G)	Secretary, Dept. of Administration (G); Comptroller (E)	Comptroller (E)	Comptroller (E)	Treasurer (E)	Legislative Auditing Committee (L); Auditor (L)
Georgia	Governor; Office of Planning and Budget (G)	Office of Legislative Budget Analyst (L)	Auditor (L)	Auditor (L); Budget Director (G)	Commissioner, Dept. of Administrative Services (G)	Comptroller General (E); Budget Director (G)	Fiscal Div., Dept. of Administrative Services (CS)	Auditor (L)
Hawaii	Governor; Director of Finance (G)	Legislative Auditor (L)	Comptroller (G)	Comptroller (G)	Comptroller (G)	Comptroller (G)	Director of Finance (G)	Legislative Auditor (L); Comptroller, Dept. of Accounting and General Services (G)
Idaho	Governor; Administrator, Div. of Budget, Policy Planning, and Coordination (d)	Legislative Fiscal Office, Joint Finance-Appropriations Committee (L)	Auditor (E)	State Board of Examiners (e)	Auditor (E)	Auditor (E)	Treasurer (E)	Legislative Auditor (L)

Illinois	Governor; Budget Bureau (G)	Fiscal and Economic Commission (L); Senate and House Appropriations Committees (L)	Comptroller (E)	Dept. of Administrative Services (G); Bureau of the Budget (G)	Dept. of Administrative Services (G) (f); Comptroller (E)	Comptroller (E)	Treasurer (E)	Auditor General (L)
Indiana	State Budget Agency (G); Budget Committee (g)	Senate Finance Committee (L); House Ways and Means Committee (L); Legislative Council (L)	State Board of Accounts (G)	State Budget Agency (G)(h); Auditor (E)	Auditor (E)	Auditor (E)	Treasurer (E)	State Examiner (G)
Iowa	Governor; Budget Dept., Office of Comptroller (G)	Legislative Fiscal Div., Legislative Research Dept. (L)	Auditor (E); Comptroller (G)	Comptroller (G)	Comptroller (G)	Comptroller (G)	Treasurer (E)	Auditor (E)(i)
Kansas	Governor; Div. of the Budget, Dept. of Administration (j)	Legislative Research Dept. (L)	Div. of Accounts and Reports, Dept. of Administration (k)	Div. of Accounts and Reports, Dept. of Administration (k)	Div. of Accounts and Reports, Dept. of Administration (k)	Div. of Accounts and Reports, Dept. of Administration (k)	Treasurer (E)	Legislative Post Auditor (L)
Kentucky	Governor; Secretary, Dept. of Finance (G); Executive Director, Office for Policy and Management (l)	Appropriations and Revenue Committees (L)	Secretary, Dept. of Finance (G)	Secretary, Dept. of Finance (G); Executive Director, Office for Policy and Management (l)	Div. of Accounts, Dept. of Finance (G) (l)	Secretary, Dept. of Finance (G)	Treasurer (E)	Auditor (E)
Louisiana	Governor; Commissioner of Administration (G); Budget Office (j)	Legislative Fiscal Office (L)	Accounting Div.; Div. of Administration (j)	Commissioner of Administration (G); Budget Office (j)	At agency level	Appropriations Control, Budget Office (j)	Treasurer (E)	Legislative Auditor (L)
Maine	Governor; Budget Officer (m)	Joint Committee on Appropriations and Financial Affairs (L); Legislative Finance Officer (L)	Controller, Dept. of Finance and Administration (m)	Controller, Dept. of Finance and Administration (m)	Controller, Dept. of Finance and Administration (m)	Controller, Dept. of Finance and Administration (m)	Treasurer (L)	Auditor (L)
Maryland	Governor; Secretary, Dept. of Budget and Fiscal Planning (G)	Div. of Budget Review, Dept. of Fiscal Services (L)	Comptroller (E)	Secretary, Dept. of Budget and Fiscal Planning (G)	Comptroller (E)	Comptroller (E)	Treasurer (L)	Legislative Auditor, Dept. of Fiscal Services (L)
Massachusetts	Governor; Budget Director, Executive Office for Administration and Finance (m)	House and Senate Ways and Means Committees (L)	Comptroller (G)	Executive Office for Administration and Finance (G)	Comptroller (G)	Comptroller (G)	Treasurer (E)	Auditor (E); Legislative Post Audit and Oversight Bureau (L)
Michigan	Governor; Budget Director (G)	House Fiscal Agency (L); House Appropriations Committee, Senate Appropriations Committee, and Senate Fiscal Agency (L)	Accounting Div.; Dept. of Management and Budget (CS)	Office of the Budget and Accounting Div., Dept. of Management and Budget (CS)	At agency level; Accounting Div., Dept. of Management and Budget (CS)	Treasurer (G); Accounting Div., Dept. of Management and Budget (CS)	Treasurer (G)	Auditor General (L)
Minnesota	Governor; Commissioner of Finance (G)	House Appropriations Committee (L); Senate Finance Committee (L)	Commissioner of Finance (G)	Commissioner of Finance (G)	Commissioner of Finance (G)	Commissioner of Finance (G); Commissioner of Revenue (G)	Treasurer (E)	Legislative Auditor (L)
Mississippi	Commission of Budget and Accounting (n)	(n)	Auditor (E); Commission of Budget and Accounting (n)	Commission of Budget and Accounting (n)	Auditor (E)	Auditor (E); Director, Commission of Budget and Accounting	Treasurer (E)	Auditor (E); Joint Legislative Committee on Performance Evaluation and Expenditure Review (L)
Missouri	Governor; Commissioner of Administration (G)	Legislative Committee on State Fiscal Affairs (L)	Auditor (E); Commissioner of Administration (G)	Commissioner of Administration (G)	Commissioner of Administration (G)	Commissioner of Administration (G)	Treasurer (E)	Auditor (E)
Montana	Governor; Office of Budget and Program Planning (G)	Legislative Fiscal Analyst and Finance Committee (L)	Director, Dept. of Administration (G)	Director, Dept. of Administration (G)	At agency level; Director, Dept. of Administration (G)	Auditor (E)	Treasurer (E)	Legislative Auditor (L)

ELEMENTS OF STATE FINANCIAL ORGANIZATION—Continued

State or other jurisdiction	*Preparation of budget*	*Special budget review agency in legislative branch*	*Determination of nature of accounting system*	*Budgetary and related accounting controls*	*Voucher approval and pre-audit*	*Warrant issuance(a)*	*Actual payment of warrants*	*Post-audit*
Nebraska	Governor; Budget Administrator, Dept. of Administrative Services (o)	Legislative Fiscal Analyst, Legislative Council (L); Legislative Budget Committee (L)	Budget and Accounting Administrators, Dept. of Administrative Services (o)	Budget Administrator, Dept. of Administrative Services (o)	All department heads; Budget and Accounting Administrators, Dept. of Administrative Services (o)	Director, Administrative Services (G)	Treasurer (E)	Auditor (E)
Nevada	Governor; Budget Director (G)	Div. of Fiscal Analysis, Legislative Counsel Bureau (L)	State Controller (E)	Budget Administrator (G)	Budget Officer (G); Controller (E)	Controller (E)	Treasurer (E)	Legislative Auditor (L)
New Hampshire	Governor; Comptroller (G)	Legislative Budget Assistant (L)	Division of Accounts, Dept. of Administration and Control (p)	Comptroller (G); head of Dept. of Administration and Control (G)	Director of Accounts, Dept. of Administration and Control (p)	Director of Accounts, Dept. of Administration and Control (p)	Treasurer (L)	Legislative Budget Assistant (L)
New Jersey	Governor; Director of Budget and Accounting, Treasury Dept. (G)	Director, Budget Review, Office of Fiscal Affairs (L); Legislative Budget Officer, Office of Legislative Services (L)	Director, Budget and Accounting, Treasury Dept. (G)	Director, Budget and Accounting, Treasury Dept. (G)	Director, Budget and Accounting, Treasury Dept. (G)	Director, Budget and Accounting, Treasury Dept. (G)	Treasurer (G)	State Auditor, Div. of State Auditing, Office of Legislative Services (L)
New Mexico	Governor; Director, Budget Div., Dept. of Finance and Administration (d)	Legislative Finance Committee (L)	Financial Control Div., Dept. of Finance and Administration (d)	Budget and Financial Control Divisions, Dept. of Finance and Administration (d)	Financial Control Div., Dept. of Finance and Administration (d)	Financial Control Div., Dept. of Finance and Administration (d)	Treasurer (E)	Auditor (E)
New York	Governor; Budget Director (G)	Legislative Finance Committees (L)	Comptroller (E)	Budget Director (G); Comptroller (E)	Comptroller (E)	Comptroller (E)	Commissioner of Taxation and Finance (G)	Comptroller (E); Director, Legislative Committee on Expenditure Review (L)
North Carolina	Governor; Office of State Budget (q, r)	Advisory Budget Commission (L & G)	Office of State Budget (q); State Auditor (E)	Office of State Budget (q)	Office of State Budget (q)	Office of State Budget (q)	Treasurer (E)	Auditor (E); Fiscal Research Div., Legislative Council (L)
North Dakota	Budget Director, Dept. of Accounts and Purchases (G)	Budget Committee, Legislative Council (L)	Director, Dept. of Accounts and Purchases (G)	Director, Dept. of Accounts and Purchases (G)	Director, Dept. of Accounts and Purchases (G)	Director, Dept. of Accounts and Purchases (G)	Treasurer (E)	Auditor (E); Legislative Budget Analyst and Auditor (L)
Ohio	Governor; Director, Budget and Management (G)	Legislative Budget Office (L)	Director, Administrative Services (G); Director, Office of Budget and Management (G); Auditor (E)	Director, Administrative Services (G); Director, Office of Budget and Management (G)	Director, Administrative Services (G); Director, Office of Budget and Management (G); Auditor (E)	Auditor (E)	Treasurer (E)	Auditor (E)
Oklahoma	Director, Finance Dept. (G)	Div. of Fiscal Services, Legislative Council (L)	Div. of Central Accounting and Reporting, Budget Office (d)	Director, Finance Dept. (G)	Director, Finance Dept. (G)	Director, Finance Dept. (G)	Treasurer (E)	Auditor and Inspector (E)
Oregon	Governor; Director, Executive Dept. (G)	Legislative Fiscal Office (L)	Director, Executive Dept. (G); Secretary of State (E)	Director, Executive Dept. (G)	Director, Executive Dept. (G)	Director, Executive Dept. (G)	Treasurer (E)	Secretary of State (E)
Pennsylvania	Governor; Budget Secretary (G)	House and Senate Appropriations Committees (L); Legislative Budget and Finance Committee (L)	Secretary of Administration (G), Budget Secretary (G)	Secretary of Administration (G); Budget Secretary (G)	Treasurer (E); departmental Comptrollers (G)	Treasurer (E)	Treasurer (E)	Auditor General (E)

Rhode Island	Governor; Budget Div., Dept. of Administration (d)	House Finance Committee staff (L)	Div. of Accounts and Control, Dept. of Administration (d)	Div. of Budget and Div. of Accounts and Control, Dept. of Administration (d)	Div. of Accounts and Control, Dept. of Administration (d)	Div. of Accounts and Control, Dept. of Administration (d)	Treasurer (E)	Auditor General (L)
South Carolina	State Budget and Control Board (s)	None	Auditor (t)	Comptroller General (E)	Comptroller General (E)	Comptroller General (E)	Treasurer (E)	Auditor (t); Director, Legislative Audit Council (L)
South Dakota	Governor; Commissioner Bureau of Finance and Management (G)	Legislative Research Council (L)	Governor; Bureau of Finance and Management (G); Auditor General (L)	Commissioner, Bureau of Finance and Management (G)	Auditor (E)	Auditor (E)	Treasurer (E)	Auditor General (L)
Tennessee	Governor, Budget Director (G)	Fiscal Review Committee (L)	Dept. of Finance and Administration (d); Comptroller (L)	Budget Director (G)	Commissioner, Dept. of Finance and Administration (G)	Commissioner, Dept. of Finance and Administration (G)	Treasurer (L)	Comptroller (L)
Texas	Governor; Budget Director (G); Legislative Budget Board (L)	Legislative Budget Board (L)	Auditor (L)	Auditor (L)	Comptroller (E)(u)	Comptroller (E)	Treasurer (E)	Auditor (L); Legislative Audit Committee (L)
Utah	Governor; Directors of Finance and Budget (G)	Office of Legislative Fiscal Analyst (L)	Director of Finance (G); Auditor General (L)	Director of Finance (G)	Director of Finance (G)	Auditor (E)	Treasurer (E)	Auditor (E); Auditor General (L)
Vermont	Governor; Secretary of Administration (G); Commissioner, Budget and Management Dept. (G)	Joint Legislative Fiscal Review Committee (L)	Commissioner of Finance (G)	Secretary of Administration; Budget and Management, and Finance Departments (G)	Commissioner of Finance (G)	Commissioner of Finance (G)	Treasurer (E)	Auditor (E)
Virginia	Governor; Secretary of Administration and Finance (G); Director, Dept. of Planning and Budget (G)	House Appropriations Committee and Senate Finance Committee (L)	State Comptroller (G)	Comptroller (G); Director, Dept. of Planning and Budget (G)	Comptroller (G)	Comptroller (G)	Treasurer (G)	Auditor (L); Joint Legislative Audit and Review Committee (L)
Washington	Governor; Director, Office of Financial Management (G)	House Appropriations and Senate Ways and Means Committees (L)	Director, Office of Financial Management (G)	Director, Office of Financial Management (G)	At agency level	Treasurer (E)	Treasurer (E)	Auditor (E); Legislative Budget Committee (L)
West Virginia	Governor; Commissioner and Budget Div., Dept. of Finance and Administration (G)(d)	Legislative Auditor, Joint Committee on Government and Finance (L)	Budget Div., Dept. of Finance and Administration (d)	Governor	Commissioner, Dept. of Finance and Administration (G); Auditor (E)	Auditor (E)	Treasurer (E)	Tax Commissioner (G); Legislative Auditor (L)
Wisconsin	Governor; Secretary, Dept. of Administration (G)	Legislative Fiscal Bureau (L)	Secretary, Dept. of Administration (G)	Budget Office, Div. of Executive Services, Dept. of Administration (CS)	Director, Bureau of Financial Operations, Dept. of Administration (G)(v)	Secretary, Dept. of Administration (G)	Treasurer (E)	Auditor (L)
Wyoming	Governor; Director, Budget Div., Dept. of Administration and Fiscal Control (G)	Legislative Services Office (L)	Dept. of Administration and Fiscal Control (G)	Budget Div. and Centralized Accounting-Data Processing (w)	Budget Div. (u); Auditor (E)	Auditor (E)	Treasurer (E)	State Examiner (G); Legislative Auditor, Legislative Services Office (L)
Dist. of Col.	Mayor (E); Office of Budget and Management Systems (CS)	Committee on Budget and City Council (E)(x)	Office of Budget and Management Systems (CS)	Office of Budget and Management Systems (CS)	Office of Budget and Management Systems (CS)	U.S. Treasury (y)	U.S. Treasury (y); Dept. of Finance and Revenue (CS)	Office of District of of Columbia Auditor (CS); U.S. General Accounting Office (CS)
American Samoa	Governor; Director, Office of Program Planning and Budget Development (G)	Legislative Financial Officer (L)	Director, Administrative Services (G)	Director, Administrative Services (G)	Director, Administrative Services (G)	Director, Administrative Services (G)	Treasurer (E)	Auditor (G)
Guam	Governor; Budget Directtor, Bureau of Budget and Management Research (G)	Legislative Committee on Ways and Means (L)	Dept. of Administration (G)	Budget Director (G); Director, Dept. of Administration (G)	Div. of Accounts, Dept. of Administration (CS)	Div. of Accounts, Dept. of Administration (CS)	Treasurer (CS)	Federal Comptroller; Legislative Auditor (z); Audit Section, Bureau of Budget and Management Research

ELEMENTS OF STATE FINANCIAL ORGANIZATION—Concluded

State or other jurisdiction	*Preparation of budget*	*Special budget review agency in legislative branch*	*Determination of nature of accounting system*	*Budgetary and related accounting controls*	*Voucher approval and pre-audit*	*Warrant issuance(a)*	*Actual payment of warrants*	*Post-audit*
Puerto Rico	Governor; Budget Director (G)	Legislative Finance Committees (L)	Treasury Dept. (d)	Budget Bureau (d); Treasury Dept. (d)	Accounting Service, Treasury Dept. (d)	Accounting Service, Treasury Dept. (d)	Treasury Dept. (d)	Comptroller (G)
Virgin Islands	Governor; Budget Director (G)	Legislative Finance Committee (L)	Commissioner, Finance Dept. (G)	Budget Director; Commissioner, Finance Dept. (G)	Finance Dept. (G)	Finance Dept. (G)	Commissioner, Finance Dept. (G)	Finance Dept., Comptroller of Virgin Islands (G)

E—Elected.
G—Appointed by governor, in some states with one or both houses approving.
L—Chosen by legislature or, in some cases, by an officer or group thereof.
CS—Civil Service.

(a) The fact that some other official may also sign warrants is not recorded.

(b) Chief Examiner appoints personnel of the department.

(c) Finance Director appoints.

(d) Director, appointed by governor, selects division chiefs.

(e) Composed of governor, secretary of state, and attorney general.

(f) Except for agencies independent of governor.

(g) Budget committee: two senators of opposite parties, two representatives of opposite parties, and budget director who is the head of the state budget agency. The legislative members of the budget committee are appointed by their party leaders in the legislature.

(h) The legislative division of the budget committee acts in an advisory capacity.

(i) Legislative Fiscal Bureau given selected program review function in 1979.

(j) Department director appointed by governor; budget director chosen by department head in accordance with civil service act.

(k) Department secretary appointed by governor; director of accounts and reports heads division and is chosen by department head in accordance with civil service act.

(l) Appointed by secretary of the Executive Department for Finance and Administration with approval of the governor.

(m) Appointed by commissioner of finance and administration with approval of governor.

(n) The Commission of Budget and Accounting is primarily a legislative agency. Its membership is as follows: governor as ex officio chairman; lieutenant governor; president pro tempore of senate; chairman senate finance committee; chairman senate appropriations committee; one senate member appointed by lieutenant governor; speaker of the house; chairman house ways and means committee; chairman house appropriations committee; and two house members appointed by speaker.

(o) Appointed by director of administrative services.

(p) Director appointed by controller; in New Hampshire, the comptroller is selected by the governor.

(q) State budget officer, appointed by governor, selects division chiefs, subject to approval of the governor.

(r) Division of state budget prepares budget subject to review of the governor and advisory budget commission.

(s) Governor as chairman, treasurer, comptroller general, chairman senate finance committee, chairman house ways and means committee.

(t) Appointed by state budget and control board; heads finance division of this board.

(u) Pre-audit of purchase vouchers is by board of control before forwarding to comptroller.

(v) Director appointed by the secretary of the Dept. of Administration.

(w) Appointed by the director of administration and fiscal control, with approval of governor.

(x) Also, U.S. Senate and House of Representatives subcommittees on appropriations for District of Columbia.

(y) At the request of the Department of Finance and Revenue (CS).

(z) Audit firm hired by legislature for the specific purpose of conducting post-audit.

DEVELOPMENTS IN STATE PURCHASING

By John Short*

PUBLIC PURCHASING came of age in many states with the passage of centralized purchasing laws in the late 1920s and early 1930s. This chapter provides an opportunity for a 50-year assessment of the state of the art, particularly:

1. The evolution of state purchasing policies and procedures, reflecting changes in the scale and technology of the goods and services bought.
2. The identification of essential elements in purchasing laws and procedures which assure a stewardship for the taxpayer and conservation of tax dollars.
3. The emphasis on sophisticated solicitation of competitive bids with award to the lowest responsive and responsible bidder.

It is also an occasion for projection of the following factors that will greatly influence state purchasing programs in the coming years:

1. An assessment of the scope and responsiveness of current state purchasing laws, with possible adaptation in whole or in part of the American Bar Association Model Procurement Code for State and Local Governments.
2. Identification of the changing relationships between the states and the federal government: on one hand, the efforts of federal grantor agencies toward requiring structured federal procurement standards by grantees; on the other hand, consideration by Congress toward incorporation of state purchasing practices into federal procurement standards.
3. Recognition of a changing marketplace influenced by environmental and safety factors, principally a responsibility for energy conservation.

Since its founding in 1947, the National Association of State Purchasing Officials (NASPO), an affiliate of the Council of State Governments, has been interested in reporting the state of the art and the evolution of state purchasing.[1]

Centralization of State Purchasing

With the exception of Mississippi, which has "central supervision," every state has some form of centralized purchasing. However, in 35 states the central purchasing office does not purchase for all departments or agencies (see Table 1). The most frequent statutory exemptions are the legislative and judicial branches, institutions of higher education, and departments of highways or transportation.

As the scale and diversity of purchasing grows, the central purchasing office has expanded delegation of purchasing functions to agencies. Delegation may be nothing more than authority to write purchase orders against mandatory-to-buy-contracts, a dollar ceiling below which agencies may obtain their own quotations, or a considerable grant of autonomy which, nevertheless, is conditioned on centralized policies and procedures.

---

*Mr. Short is Assistant to the Administrator, Division of Agency Services, Department of Administration, Wisconsin.

Frequently, exemptions may address specific commodity areas, ranging from alcoholic beverages to vegetables. In 21 states, centralized purchasing is not responsible for the procurement of professional services.

In 1964, 30 states reported that the purchasing office was part of an integrated management department, i.e., administration, general services, or finance. By 1977, 46 states had the purchasing function in an integrated management department.

In a number of the state purchasing laws enacted 50 years ago, the state purchasing official reported directly to the governor. In 1964, only seven state purchasing officials still reported directly to their governors. The remaining officials were, organizationally, at a third echelon, reporting to a cabinet-rank officer or a board. By 1972, only three state purchasing officials were reporting directly to their governors, 30 were at the third echelon, and 10 had moved to a fourth echelon where they reported to a divisional head who in turn reported to a cabinet-rank officer. In 1977, 28 state purchasing officials were at the fourth echelon, and none reported directly to the governor.

Of 40 states responding to a survey in 1964, 10 state purchasing officials were under a merit system, 15 were appointed by the governor, 12 by a cabinet-rank official, and three by a board or commission. In 1977, 18 state purchasing officials were under civil service, two were appointed by the governor, 18 by a cabinet-rank official, and two by a board or commission. In two thirds of the states, the professional staff was under a merit system.

State Purchasing Practices

The Subcommittee on Governmental Activities and Transportation of the U.S. House of Representatives, in reviewing procurement operations of the federal government, expressed an interest in the purchasing methods and practices of state governments. The Council of State Governments was able to survey the states and report to the subcommittee through the Congressional Research Service, Library of Congress, in the fall of 1979.[2]

The survey reaffirms that sealed competitive bidding continues to be the standard for state governments for acquiring goods and services. Forty-four state purchasing laws require sealed bids which are publicly opened, and competitive bidding is the accepted practice in the other six states. While state statutes usually provide a ceiling above which sealed bids are required (over $2,500 in 22 states), most state purchasing offices require competitive quotations on transactions below the statutory ceilings.

Since the marketplace is different for various supplies and services, centralized purchasing offices use a variety of techniques designed to provide effective competition for different types of procurement. Competitive negotiation, which generally involves discussion and bargaining to reach agreement on price and other terms under a proposed contract, is permitted in 14 of the states. A viable alternative is a combined form of sealed bidding and negotiation, referred to as "two-step" or "multistep" sealed bidding. Multistep sealed bidding permits technical proposals and prices to be received separately and negotiation is permissible for technical proposals prior to submission or opening of prices.

Centralized state purchasing offices are using more sophisticated approaches to product description. Three fourths of the states report a marked increase in the use of performance or functional specifications—which describe the capabilities required of an article to satisfy its intended use—with less emphasis on detailed design specifications. Almost all of a state's requirements can be satisfied with commercial, off-the-shelf items. The increased use of performance or functional specifications permits the widest possible competition among these commercially available articles.

Methods of Award

There is a pronounced emphasis on the weighing of costs other than initial acquisition price in making contract awards. Virtually all state centralized purchasing offices are looking at use cost, energy costs, service potentials, extent of warranties, and a variety of other costs in addition to the quoted acquisition price.

These broader statutory criteria for evaluating bids and awarding contracts address conformity with specifications, quality, program suitability, delivery, and other considerations of utility. These criteria distinguish the states' approach to public purchasing from the narrow price-structured consideration of federal "formal advertising."

Thirty-eight states provide for an award to an in-state vendor only as a tie breaker in the event of otherwise identical bids. Twelve states extend a percentage preference to in-state products or bidders. Several states extend preference to small businesses, culturally disadvantaged businesses, or businesses in labor-distressed areas. Through resolutions at annual meetings, NASPO has expressed concern and reservation over any preferential programs.

States use different methodologies for the implementation of purchasing statutes. These may range from the formal promulgation of administrative law under an administrative practices act, to guidelines and manuals which rely upon custom and moral persuasion for conformance. The majority of central purchasing offices are subject to formal management review audit, both fiscal and procedural, and the frequency of review of delegated functions is on the increase. It is fair to say, however, that state purchasing administrators depend far more on the proper application of sound public purchasing principles than on any type of audit to maintain integrity in their programs.

Essential Elements of State Purchasing

State and Local Government Purchasing[3] identified the essential elements that must be addressed in purchasing statutes and in the rules and regulations necessary for sound purchasing operation. These essential elements serve as touchstones by which present state purchasing laws may be evaluated.

Following publication, members of NASPO were asked to compare their own purchasing laws with the essential elements. The responses indicated that all state purchasing laws could be served by better, if not stronger, language.[4] State purchasing officials recognize that while centralized purchasing laws have withstood reasonably well the test of time, legislatures of 50 years ago could not anticipate the changes in technology and scale of public purchasing among the states. In many jurisdictions, liberal construction of the statutes has helped purchasing programs accommodate to the changes in the marketplace. This liberal construction has about reached its limits, so many state purchasing laws have become less responsive to state needs and to new concepts of public purchasing.

ABA Model Procurement Code

The American Bar Association (ABA) has packaged a model public contract law seeking to remedy these problems.[5] Public purchasing officials have not endorsed the ABA Model Procurement Code (MPC) with respect to all its provisions, language, or specific alternatives. Among members of NASPO, there are differing concerns of size, complexity, form, and substance, as well as a universal concern over efforts to promote the code as a monolith by some of its advocates.

Kentucky and Louisiana have adopted variations of the code tailored to their specific statutory requirements. A number of other states are considering adaptation consistent with the intent of the MPC Coordinating Committee—to develop model rather than uniform language. This is due to the diverse organizational structures used by states and local jurisdictions and the differences in procurement resources available to their programs.

NASPO Alternatives to the MPC

At its annual meeting in New Orleans in October 1979, NASPO reviewed the Model Procurement Code and proposed alternatives responsive to its concerns and reservations. Among these recommendations are suggested cuts in the text for clarity and brevity without doing violence to the basic procurement concepts. NASPO also responded to the organizational alternatives proposed in the code by recommending adherence to existing structure wherever feasible.

The code identified competitive sealed bidding as the preferred method for contracting by state and local governments, but limited its effectiveness and was mute on several essential elements. The NASPO alternatives would bring this process more closely in line with present state practices.

While the centralized purchasing offices in 21 states do not have statutory responsibility for the procurement of professional services, NASPO takes exception to the management of this procurement as proposed by the code and joins with the National Institute of Governmental Purchasing in the position that the procurement of all services (professional, proprietary, and client-related) should be carried out with the same options appropriate to any other procurement transactions.

NASPO agrees with the Coordinating Committee of the Model Procurement Code that until the law in this difficult field is more clearly established, it is inappropriate to propose specific socioeconomic programs for incorporation into state purchasing law.

Attachment O

The substantive committees drafting the Model Procurement Code drew heavily on federal procurement experience. This federal procurement experience also affects state government in the revision of Attachment O, Procurement Standards of *OMB Circular A-102, Revised, Uniform Administrative Requirements for Grants-in-Aid to State and Local Governments*,[6] effective October 1, 1979. There are subtle but important differences between the procurement practices of the federal government and those of state and local jurisdictions—and indeed, among the state and local jurisdictions themselves. The revised draft of Attachment O extends a measure of ministerial discretion to accommodate these differences. This reflects the NASPO position that "creative diversity rather than pedestrian conformity is to be encouraged so long as it is secured on a common base of openness and impartiality together with a correct application of the principles of competition and competitive bidding."

On the other hand, there is concern that the review and certification program proposed in Attachment O will tend toward standardization and become an impediment to creativity, initiative, and innovation. Public purchasers are also concerned over the endorsement by the Office of Federal Procurement Policy of the American Bar Association Model Procurement Code for state and local governments as a criterion for a certifiable procurement program.

The procurement standards also demonstrate a further affinity for the Model Procurement Code in suggested methods of source selection. While these procedures may be used only if they are permissible under existing state purchasing law, purchasing managers are concerned that grant program managers do not understand this distinction and might push for competitive or noncompetitive negotiations when these are not allowable under existing statutes.

Despite specific concerns over certification and source selection provisions in the revised Attachment O, state purchasing officials are pleased with the document since it reaffirms that "grantees shall use their own procurement procedures which reflect applicable state and local laws and regulations provided that procurement for federal assistance programs conform to the standards set forth in this Attachment and applicable federal laws." Exercise of state and local procurement prerogatives is the key element in the grantor-grantee relationship.

Impact of Recent Federal Legislation

Other federal laws and regulations continue to influence state purchasing programs and increase the responsibility of state purchasing officials. State purchasing a half-century ago was relatively simple and unsophisticated. Program requirements were of a smaller scale and easily satisfied. The goal of the public purchaser was to award on lowest price to the bidder responsive to uncomplicated physical specifications.

Over the years, centralized purchasing offices have learned to adjust their procurement strategies to address not only changes in scale and technology of products purchased, but also for specification requirements imposed by federal and state laws. Among other criteria, these laws have described how safe and how environmentally responsible purchases had to be.

All of these factors have been important in the evolution of the state purchasing processes: ability to cope with changing technology, increased volumes of purchases, and legal parameters on what may be purchased.

Most recently, state purchasing programs have been affected by the Energy Policy and Conservation Act, P.L. 94-163, and the Resources Conservation and Recovery Act, P.L. 94-530.

Energy-efficient procurement calls for careful examination of all the costs of ownership. There is an increasing emphasis on life-cycle costing or at least assessment of those ownership costs which can be objectively demonstrated. This emphasis by state governments is creating a government market of such volume that it is influencing what products will be manufactured.

Less effort has been made toward implementation of the Resources Conservation and Recovery Act. The states will need to look carefully at how they use products, how long they use products, and what are their disposition policies. All three of these elements of a state purchasing program will have to be altered appreciably to conform with the Resources Conservation and Recovery Act.

The evolution of state purchasing laws, policies, and procedures reflects an identification of changing needs and generally sophisticated and professional responses to them.

Footnotes

1. Since 1947, several significant documents have been published by the Council of State Governments under the direction of the National Asssociation of State Purchasing Officials: *Purchasing by the States* (1947, 1956, and 1964) and *State and Local Government Purchasing* (1975).

2. The most current information on state purchasing methods and practices comes from a survey of selected

procurement practices of state governments, by the Council of State Governments on behalf of the Congressional Research Service, Library of Congress. However, no matter how well a survey instrument is structured or how objective the responses, misinterpretation and inconsistencies are bound to occur. Nevertheless, clear and indisputable trends can be identified that have charted the evolution of state purchasing programs. This survey, and those resulting in the publications mentioned in footnote 1, serve as the basis for the statistical material contained in this chapter.

3. The Council of State Governments, *State and Local Government Purchasing* (Lexington, Ky: 1975).

4. NASPO Committee on Research, *Summary and Draft Findings of August 15, 1975, Questionnaire* (Lexington, Ky.: 1975).

5. American Bar Association, Section of Public Contract Law and Section of Urban, State and Local Government Law, *A Model Procurement Code for State and Local Governments* (Washington, D.C.: 1979).

6. Office of Federal Procurement Policy, Office of Management and Budget, *OMB Circular A-102, Revised, Uniform Administrative Requirements for Grants-in-aid to State and Local Governments* (Washington, D.C.: 1979).

Table 1
STATE PURCHASING DEPARTMENTS*
(As of March 1979)

State	*Total number of people*	*Number of professional people*	*Purchasing volume (in millions)*	*Centralized purchasing*	*Exceptions to centralized purchasing*
Alabama	31	11	$ 95.5	★	State docks, Dept. of Mental Health
Alaska	21	12	27.0	★	University, legislature
Arizona	21	14	40.0	★	University, legislature, judiciary
Arkansas	69	30	100.0	Quasi	N.R.
California	198	69	240.0	★	University
Colorado	16	9	N.R.	. . .	Colleges, Highway Dept.
Connecticut	62	13	180.0	★	Judicial
Delaware				Not centralized	
Florida	44	36	290.0	. . .	Delegated
Georgia	65	31	220.0	★	None
Hawaii				N.R.	
Idaho				N.R.	
Illinois	51	18	120.0	★	University
Indiana				N.R.	
Iowa	19	7	30.0	Almost	Transportation, regents
Kansas	38	16	200.0	★	None
Kentucky				N.R.	
Louisiana	75	27	130.0	★	University, Highway Dept.
Maine	69	11	26.0	★	Universities
Maryland	44	14	100.0	★	Transportation, university
Massachusetts	38	5	119.7	N.R.	
Michigan	104	25	140.0	★	Lottery
Minnesota	50	21	110.0	★	University, legislature
Mississippi				Not centralized	
Missouri	38	18	179.0	★	Highway Dept. judiciary, university
Montana	19	10	48.0	★	None
Nebraska	17	8	N.R.	★	None
Nevada	32	8	21.0	★	Legislature, Judiciary
New Hampshire	16	6	30.0	★	Liquor stores, Judiciary
New Jersey	126	41	262.0	★	None
New Mexico	17	10	200.0	★	Judiciary, legislature
New York	96	49	500.0	★	Legislature
North Carolina	81	28	250.0	★	N.R.
North Dakota	7	5	19.0	★	Colleges
Ohio	N.R.		110.0	★	Colleges, Highway Dept.
Oklahoma	42	15	150.0	★	Universities
Oregon	32	12	115.0	★	Liquor stores, Highway Dept.
Pennsylvania	N.R.		180.0	★	Legislature, judiciary
Rhode Island	71	18	125.0	★	None
South Carolina	38	20	93.0	★	None
South Dakota	12	7	40-50	★	Lab equipment, farm equipment
Tennessee	88	30	200.0	★	Colleges
Texas	82	36	423.5	★	None
Utah	14	3	61.5	★	Highway Dept.
Vermont	38	17	55.0	★	N.R.
Virginia	33	13	96.0	★	N.R.
Washington	45	28	35.0	★	University
West Virginia	36	17	230.0	★	Highway Dept.
Wisconsin	40	27	250.0	★	Some delegation
Wyoming	14	8	40.0	★	Highway Dept., university

**Source:* Survey by Hugh Carlton, Purchasing Director, Division of Administration, Baton Rouge, Louisiana.

N.R.—Question not answered on survey.

STATE INFORMATION SYSTEMS

By Carl W. Vorlander*

IN THE TWO-YEAR PERIOD since the last *Book of the States*, those responsible for administering information systems in state government have felt the impact of significant changes. Although these changes have, for the most part, arisen outside state government, they demand the attention of state administrators and policymakers. These changes can be classified as technological, operational, and functional.

The challenge of technology is exemplified by miniaturization and communications. The power of a computer which might once have filled a room is now available, through the use of large-scale integration techniques, in a microcomputer that can be held in one's hand. Likewise, the volume of data communication which once might have demanded a bundle of copper wires as thick as a man's arm and transmitting at the speed of electricity can now be handled by two optical glass fibers as fine as human hair and operating at the speed of light.

Operational change is found in both where and how the computer is utilized. It is no longer necessary to be standing next to the hardware in order to make use of its capabilities. Utilization can now be accomplished by remote or distributed processing techniques. Through the combination of "intelligent" terminals and high-speed data communication, the end user has access to many machine processable files at various locations. The data in these files can be brought into the remote computer, used for whatever computations are required, and displayed or printed out in the end user's office. Another operational change is in the use of very small computers in word-processing equipment. This equipment can be programmed to apply the rules of grammar and punctuation, lends itself to very fast editing processes, and will finally format the finished page.

Functional changes can be described as changes in who is using the computer and for what purpose. For example, in Nebraska a farmer sitting in his kitchen can, by using his household telephone and a portable terminal, communicate with the computer which has in its memory the various soils and climatic conditions for his particular area of the state and receive from the computer a schedule of dates and amounts of irrigation he should perform in order to achieve optimum crop growth and minimum use of his precious water resource. The second example is at the federal level where a new system called the Domestic Information Display System (DIDS) is being developed. This system, which has access to such data bases as demography, educational levels, population, etc., can visually display that information either in comparative or absolute terms for the whole United States, a region of the United States, a given state, a city within that state and, in many cases, even down to neighborhoods within the city. This permits the planner, the manager, and the policymaker to have instantaneous graphic displays on a television-type terminal of information which heretofore may have been available only after many hours of laborious analysis of tabular material.

---

*Mr. Vorlander is Executive Director, National Association for State Information Systems.

While these changes are exciting, state administrators must be prepared to meet the challenges which they bring with them. The rest of this article will be devoted to describing a few of those challenges.

Difficulties in Personnel Recruitment

The seriousness of this challenge can best be shown by quoting from the 1978-79 annual report of the National Association for State Information Systems (NASIS): "No other problem has shown the dramatic reversal of its impact as has the recruitment of personnel. Since 1971 it has moved from last to first place as the most serious external problem. In three years it has moved from number eight. In 1977-78 it was considered to be more serious by a factor of 4-to-1 while this year the ratio has jumped to over 8-to-1."[1] Table A shows the five-year history of problems external to state information systems. A cursory examination of information systems trade journals would convince one that this is not a problem of state government alone. The technological and operational changes can only serve to exacerbate this condition. Dramatic reduction in costs, brought about through miniaturization and space-age manufacturing capability, has made possible the implementation of distributed processing techniques and the use of word-processing devices. These have created a very rapid proliferation in the number of users having some type of data processing equipment in-house. The need for personnel to staff these various installations demands trained personnel which the job market cannot supply.

Table A
EXTERNAL PROBLEMS RELATED TO INFORMATION SYSTEMS: 1974-78

	Aggregate rank					*Number of states identifying the category*					*Number of states reporting problems 1978•*	
Problem category	*1974*	*1975*	*1976*	*1977*	*1978*	*1974*	*1975*	*1976*	*1977*	*1978*	*More serious*	*Less serious*
Management understanding	1	1	1	1	2	31	37	43	43	41	13	20
Lack of definitive plan	2	3	2	3	3	34	39	41	40	36	16	16
Management commitment	3	2	3	2	4	33	39	42	43	40	9	23
Management interest	7	5	4	6	6	31	38	43	43	40	6	25
Resistance to consolidation	5	4	5	4	5	34	39	42	40	37	13	16
User unfamiliarity with information system	4	7	6	8	7	37	40	43	41	40	8	26
User agency cooperation	6	8	7	7	8	38	41	43	42	38	5	25
Recruitment of qualified personnel	8	6	8	5	1	36	38	45	45	42	34	4
Inadequate financing	11	9	9	10	10	33	39	42	38	39	16	15
Lack of standards	10	10	10	9	9	32	38	41	39	38	10	17
Need for documentation	12	11	11	11	10	33	38	40	40	38	11	18
Need for common data base	9	12	12	12	12	34	40	42	41	39	16	14

Data and Computer Security

In 1973, when NASIS first began to include information on security in its annual report, it was said, "we are courting potential catastrophies of great dimension." That statement was repeated in every succeeding edition of the NASIS annual report. Rapidly expanding distributed processing networks have heightened this anxiety not only because there are more sites to be protected, but also because these networks geometrically increase the accessibility to sometimes sensitive data.

The lack of proper security measures concerns many state information systems administrators. However, "it can't happen here" seems to be an all too prevalent state of mind where computer crime in state government is concerned. It is, however, a fact that many times state and federal auditors have been able to successfully crack the code of a computer program and, as a means of making their point, have written checks to fictitious persons or companies. The increased number of offices which have access to central computer files only serves to increase the probability that a major computer crime will occur within state government. If it has been possible to gain entry into telephone company files and thereby illegally get delivery of equipment, or if it has been possible to gain access to electronic fund transfer systems to improperly transfer monies from one bank to another, why is it not possible to create and receive fictitious income tax refunds, welfare checks, or vendor payment checks. The seriousness of this exposure has not been lost on the membership of NASIS. In 1978-79, guidelines were written for the drafting of computer crime legislation along with a model state act. It can be hoped that the passage of computer crime legislation containing criminal penalties, and the demand for adequate financing of strict security measures, may be of major assistance in meeting these challenges.

Coordination and Control

Of all the challenges brought about by the changes mentioned at the beginning of this article, probably the greatest is in that nebulous area known as coordination and control. The era of the 1960s saw a very decided move toward centralization of data processing equipment and personnel. This was seen as the only answer to an unmanageable proliferation of data processing installations and snowballing costs. This concept is now facing challenges. Users claim that they could get their work done cheaper if they had their own minicomputer installation. They claim that the central data processing operation is not sensitive to their time demands. Having their own installation would avoid having to compete for computer time. In many cases, and for some very special purposes, these claims are valid. That these user demands have often been responded to can be shown by citing the 1978-79 NASIS report where the number of minicomputers installed increased from 70 in 1977 to 161 in 1978 (see Table B). The report went on to state: "The most salient feature of the data collected this year is in the startling growth of the number of minicomputers installed. They doubled both in absolute installations and in terms of a percentage of all systems installed. Based on the data presented by the states, this growth would seem to be brought about either by moving toward a distributed processing network or by replacing small systems with more cost-effective mini installations."

Table B
COMPUTERS BY SIZE: 1973-78*

Year	*Large*	*Medium*	*Small*	*Mini*	*Total*
1973 (36 states)					
Number	100	102	118	6	326
Percentage of total	31	31	36	2	100
1974 (49 states)					
Number	101	176	175	44	496
Percentage of total	20	36	35	9	100
1975 (50 states)					
Number	159	189	212	39	599
Percentage of total	27	31	35	7	100
1976 (49 states)					
Number	161	169	222	51	603
Percentage of total	27	28	37	8	100
1977 (50 states)					
Number	183	167	224	70	644
Percentage of total	28	26	35	11	100
1978 (50 states)					
Number	200	152	168	161	681
Percentage of total	29	22	25	24	100

*Size comparisons between 1973 and 1974 cannot be made due to reclassification system.

As each of these installations is established, other problems are aggravated. For each installation, trained and qualified technical as well as supervisory personnel must be recruited and maintained on the payroll. As previously mentioned, each new installation augments the security risk and exposure to computer crime. Each installation requires an expansion of the coordination and control function to ensure that improper applications are not "bootlegged" because unused time is available and to make sure that proper standards are maintained and that the user is in fact receiving the benefits which were projected in his or her proposal. States must become cognizant of the fact that there is a limit to how far they can spread resources without encountering overall negative cost benefits.

Arnold E. Keller, the editorial director of *Infosystems* magazine, summed it up in the February 1979 issue when he stated, "The big danger in the move to distributed computing is that once freed from the standards and constraints of a centralized system, management at the departmental level will move in dozens of different directions to meet their real or imagined information needs. The question then is: 'who will manage the minis?' As we see it, unless there is centralized control over who gets the minis and what they will do with them, the result most likely will be distributed confusion."

Footnote

1. National Association for State Information Systems, *Information Systems Technology in State Government, 1978-79 Report* (Lexington, Ky.: 1979).

Table 1
COORDINATION AND CONTROL OF INFORMATION SYSTEMS ACTIVITIES IN STATE AGENCIES*

		Functions				
State	*Authority*	*Planning*	*Systems design*	*Programming*	*Hardware acquisition*	*Operations*
Alabama	Statute	C/O	C	C	A	C
Alaska (a)	Statute	C/O	C/O	C/O	A	A
Arizona	Statute	C/O	C	C	C	C/O
Arkansas (b)	Statute	C/O	C/O	O	A	O
California (c)	Statute	C	C	C	C	C
Colorado (d)	Statute/Admin. code	C	C	C	C	C
Connecticut	Statute	C	C	C	C/O	C
Delaware	State code	A	A	A	A	A
Florida	Statute	C	C	C	A	C/O
Georgia (a)	Statute/Exec. order	C	A	A	A	A
Hawaii	Exec. order	A	C	C	A	A
Idaho	Statute	C	...	...	C	...
Illinois (b)	Statute	A	C	C	A	A
Indiana (b,e)	Statute	A	C	C	A	C
Iowa (f)	Statute/Admin. Code	O	O	O	C	O
Kansas (e)	Statute	C	...	...	C	C/O
Kentucky (b,e)	Statute	C	...	...	C	...
Louisiana	Statute	C	C	C	A	...
Maine	Statute	A	C	C	A	A (g)
Maryland	Statute/Exec. order	C	...	...	C	...
	Admin. reg.	...	C	C	C	C
Massachusetts	Statute/Exec. order	C	C	...	C	...
Michigan	Statute/Exec. order	C	...	...	C	...
Minnesota (g)	Statute	C	C/O	A	A	A
Mississippi (a)	Statute	C	C	C	A	C
Missouri	Statute	C	C	C	C	C
Montana	Statute	C	C	C	A	A
Nebraska	Statute	A	A	A	A	A
Nevada	Statute	...	A	A	C	...
	Admin. reg.	C	...	...	...	C
New Hampshire	Statute	A (a,f)	A (a,f)	A (a,f)	A	A (a,f)
New Jersey	Statute	C	C/O	C/O	C	...
New Mexico (a,f)	Statute	C/O	C/O	C/O	A	C/O
New York	Statute	...	...	...	C	...
	Exec. order/Admin. reg.	C	...	...	C	...
North Carolina	Statute	C	...	...	...	C
	Exec. order	C	...	...	C	...
North Dakota (a,h)	Statute	A	A	A	A	A
Ohio	Statute	C	X	X	C	C
Oklahoma	Statute	C	C	C	C	C
Oregon	Statute/Exec. order	C	C	C	C	C
Pennsylvania	Exec. order	C	C	C	C	C
Rhode Island	Statute	A	A	A	A	A
South Carolina	Exec. order	C	C	C	C	...
South Dakota (e)	Statute	A	A	A	A	A
Tennessee (a)	Exec. order	C/O	C/O	A	A	A
Texas	Statute	C	C	X	C	C
Utah	Statute	A	A	A	A	A
Vermont (a,e)	Exec. order	C/O	C/O	C/O	C/O	C/O
Virginia (e)	Statute	C/O	C	C	A	O
Washington	Statute	C	C	C	C	C
West Virginia	Statute/Exec. order	A	A	A	A	A
Wisconsin	Statute	A	C/O	C/O	A	C/O
Wyoming	Statute	A	A	A	A	A

Source: National Association for State Information Systems, *Information Systems Technology in State Government: 1978-1979 Report.*

Symbols:
C—Controlling or coordinating authority.
O—Execution of the function.
A—Authority is all-inclusive.
X—Scope of authority not stated.

(a) Excludes employment security.
(b) Excludes constitutional officers.
(c) Excludes legislature.
(d) Excludes Judicial Department.
(e) Operation control excludes higher education.
(f) Excludes highway.
(g) Should be "C" for employment services.
(h) Excludes adjutant general.

Table 2
TREND OF COMPUTER INVENTORIES: 1969-78*

	Years								
State	1969-70	7/1/71	7/1/72	7/1/73	7/1/74	7/1/75	7/1/76	7/1/77	7/1/78
All states	478	373	421	474	496	599	603	644	681
Alabama	...	11	9	...	11	12	12	11	10
Alaska	3	3	3	3	3	3	3	9	20
Arizona	15	11	15	12	8	7	12	13	11
Arkansas	...	...	...	15	16	18	17	17	13
California	49	...	...	28	29	37	34	46	49
Colorado	8	...	7	...	9	10	10	10	10
Connecticut	...	...	...	11	11	11	12	11	11
Delaware	...	3	3	3	3	4	3	3	3
Florida	11	14	14	...	13	20	...	26	29
Georgia	21	...	14	...	11	20	19	18	18
Hawaii	3	3	5	4	4	4	3	3	3
Idaho	3	...	4	4	3	3	6	10	11
Illinois	33	28	28	20	12	15	12	12	14
Indiana	...	10	6	6	6	8	9	9	9
Iowa	5	4	6	9	6	8	8	7	13
Kansas	6	5	5	3	3	3	4	4	19
Kentucky	...	...	14	14	1	5	4	6	6
Louisiana	21	22	17	17	10	19	19	19	21
Maine	4	5	5	4	4	5	5	5	4
Maryland	5	16	12	17	17	17	17	18	18
Massachusetts	16	...	20	14	15	14	15	15	15
Michigan	14	17	21	26	28	29	30	24	30
Minnesota	6	7	6	5	4	4	5	4	4
Mississippi	10	10	8	4	1	2	2	2	2
Missouri	9	...	...	14	...	16	20	20	12
Montana	3	4	4	4	4	5	4	4	3
Nebraska	...	3	4	6	6	6	6	6	6
Nevada	2	1	2	5	4	8	9	9	15
New Hampshire	3	3	4	4	3	5	6	8	7
New Jersey	23	13	17	15	20	19	37	36	25
New Mexico	2	7	6	7	9	5	5	5	6
New York	49	31	...	33	33	37	40	40	43
North Carolina	6	8	9	9	8	11	13	18	13
North Dakota	2	2	3	3	3	3	3	3	5
Ohio	16	...	16	16	34	47	29	27	29
Oklahoma	12	11	9	9	10	10	9	12	11
Oregon	9	9	12	12	8	10	19	10	10
Pennsylvania	20	22	22	22	18	27	27	27	28
Rhode Island	6	...	4	4	3	3	3	3	3
South Carolina	12	14	14	14	20	24	22	22	14
South Dakota	2	3	2	3	3	3	3	3	3
Tennessee	9	16	8	6	4	5	5	5	5
Texas	24	22	21	27	29	32	36	38	35
Utah	4	6	3	4	3	7	7	7	7
Vermont	3	...	1	1	3	2	3	3	3
Virginia	11	...	11	6	10	10	9	8	8
Washington	10	12	11	10	11	10	11	9	26
West Virginia	...	8	4	4	6	4	4	4	5
Wisconsin	8	9	9	13	13	11	11	13	13
Wyoming	...	...	3	4	3	1	1	2	3

**Source:* National Association for State Information Systems, *Information Systems Technology in State Government: 1978-1979 Report.*

STATE LIBRARY AGENCIES: AN OVERVIEW

By Mary R. Power*

EACH STATE has one or more agencies concerned with providing library services and has designated one with the responsibility for statewide library planning and development. The organizational structure and specific functions of these agencies vary. State-level functions may include the operation of a major state library facility offering direct reference and library service to state government. Responsibility for building and maintaining special agency libraries and collections and coordination with various special libraries may also be the function of a state library agency. In addition to serving state government, the state library may also provide direct service to the public, particularly the professions (law, education, etc.) and to those doing research in history and genealogy, and political affairs of the state.

Statewide and network access to information and materials is another state-level function usually carried out by the state library agency. Services frequently include responsibility for the coordination of interlibrary loans: the planning, support, or management of bibliographic data bases; and serving as a resource for little-used materials needed at the local level.

U.S. government statistics on state library agencies and on special libraries serving state governments, the results of surveys conducted in 1977 and 1978 by the state libraries of Florida and Ohio for the National Center for Education Statistics (NCES), are expected to be published in 1980 by the University of Illinois, Graduate School of Library Science. NCES regularly publishes data on public, college and university, and school library resources.

Impetus for Library Services

Planning and development to improve and coordinate library services and resources statewide are state-level functions common to all 50 states. Responsibilities which may be included in these functions are to coordinate statewide library development, to provide consultant services within the state, to administer federal and state funding programs for library service, to sponsor continuing education for library personnel, and to develop and coordinate a master plan for the full utilization of all library and information resources within a state, including programs involving all types of libraries. The impetus for these library services comes both from the states and from the federal government.

At the state level, the need for library and information services must be realistically assessed and balanced with taxpayer expectations for service, efficiency, and access to resources. This is particularly true as publishing proliferates, costs go up, technology and communication change, and persons identify new needs for and difficulty in using library services.

At the federal level, the impetus began in 1956 with the enactment of the first federal aid program for libraries—the Library Services Act—and has continued since 1967 under the revised Library Services and Construction Act (LSCA). Although the major thrust of the legislation remains the same—the extension and improvement of library services—emphasis and priorities in the program have changed. Applied Management Sciences, Inc., a research firm in Silver Spring, Maryland, is completing a major study of the LSCA program for the U.S. Office of Education. It is expected to cover a 20-year period marked by improved library resources, facilities, and personnel, and a more sophisticated exchange of information.

---

*Mrs. Power is a Library and Planning Consultant.

The concept of statewide networks and shared services needs long-range planning and funding to be effectively implemented. Progress has been made in this effort through the LSCA programs. In order to receive LSCA funds, each state is required to develop and annually update a five-year plan. Measurements and evaluations which are responsive to national and state demands for accountability are expected as an integral part of the plan. The LSCA program is currently authorized through fiscal 1981.

National Concerns

In May 1975, the National Commission on Libraries and Information Science (NCLIS) published *Toward a National Program for Library and Information Services: Goals for Action*. In this proposed national plan, the commission views the coordination of system and network development for all types of libraries and information resources within the state as a fundamental responsibility of the state library agency. The plan further advocates sustained state and federal funding in order to fulfill the responsibilities of effecting a nationwide information network. Such a plan would provide equitable access to the nation's resources.

As a part of testing this program, Congress authorized a White House Conference on Library and Information Services. The November 1979 conference in Washington, D.C., was preceded by 56 state and territorial conferences and a conference of native American people living on American Indian reservations. The key role of state governments and state library agencies was recognized in resolutions calling for state library agencies to expand their leadership roles in planning, development, and coordination of services. Resolutions urge the states to work with other levels of government in identifying and teaching functionally illiterate adults; in providing better access to services for all persons for whom there may be legal, fiscal, cultural, physical, or other barriers; in improving services for disabled persons, the institutionalized, minorities, and all others having special needs; in coordinating library networks to share resources; and in programs to increase public awareness of library and information services. Increased state funding to support library and information services is recommended in several resolutions.

The conference did not establish a specific recommended ratio of support for public library services, but called for increased state and federal funds for public library services. The conference approved a resolution endorsing "a national library act" which would provide such federal funds and require greater state support of library services. The conference also reiterated the need for effective libraries at the community level and urged that each state library agency have on its staff specialists in working with children and young adults and in adult services to assist libraries of all types develop services needed by people in communities of all sizes.

President Carter told the conference the newly established U.S. Department of Education "will have a greatly expanded and more effective role in emphasizing the importance of books, of learning, and particularly of libraries." He added, "I am determined this will be the case."

Like state library agencies, the conference was concerned with technology as well as with books. National bibliographic utilities and multistate consortia are changing the ways libraries of all types operate and serve their users. It is clear that the federal-state-local partnership in these developments places critical responsibilities on the persons who head state library agencies.

Chief Officers of State Library Agencies

In 1973, the Chief Officers of State Library Agencies (COSLA) organized as an independent group of individuals who head state agencies responsible for statewide library development. Primary concerns of this group include (1) effective statewide planning and action to ensure library services adequate to meet the needs of all communities; (2) the strengthening of state library agencies, library systems, and effective networks; (3) federal legislation and federal appropriations for library services; (4) state-federal partnership implications of the proposed National Program for Library and Information Services; (5) state library services; (6) availability of state and federal documents; (7) improved library statistics programs; (8) continuing library education programs; and (9) state-federal responsibilities for talking book services to blind and physically handicapped persons throughout the nation. Meeting four times a year, COSLA facilitates cooperative action to strengthen the nation's library services by providing a mechanism for dealing with problems faced by these top library officials. Major meetings are held in the spring in Washington, D.C., and in the fall in a state capital; brief business sessions are scheduled in conjunction with the midwinter meeting and annual conference of the American Library Association (ALA). COSLA cooperates with the Association of Specialized and Cooperative Library Agencies (ASCLA), the ALA Washington Office, and other units of that association.

Organized in 1977, incorporating the former Association of State Library Agencies, ASCLA is a division of the American Library Association. A major purpose of the State Library Agencies unit of ASCLA is to develop and strengthen the usefulness, efficiency, and services of the various state library agencies for library and related services. As state library agencies have received increasing recognition from the profession and from state and federal governments in the 1960s and 1970s, ASCLA has conducted several major nationwide surveys to report the developments taking place in the states. *The State Library Agencies: A Survey Project Report* gives the organizational structure, program activities, budgets, and other important data for each of the state library agencies. *The ASLA Report on Interlibrary Cooperation* is a detailed survey of all cooperative library activities, including funding, for the 50 states. ASCLA takes responsibility for publishing *Standards for Library Functions at the State Level*, currently being revised and expanded by a working committee of the association.

A Look Ahead

The reorganization and change of state library development is continuous. This is reflected in the revision of the standards, the heavy involvement in networking, a concern for integrating school and health science libraries in state-based networks, a greater partnership developing with the Library of Congress, changes in personnel, and new state library buildings which offer greater capacity for service and allow new forms of organization. The challenges ahead include the continued use and investment in automation and networking, greater multitype library system development, meeting more specialized information needs, and more state funding for system development and library services.

The future is accountability—accountability to the appointing or governing authorities; accountability to state legislatures; accountability to the federal government; accountability to advisory councils and groups; and, ultimately, accountability to the public. State library agencies must be deeply involved in creating a climate in which the changes necessary in legislation and governmental structure needed for a coordinated and unified library network can be accomplished. They must provide leadership, imagination, and action if the states are to fulfill their role in providing effective library and information services to the nation.

Selected References

The ASLA Report on Interlibrary Cooperation, 2nd ed. Compiled and edited by the ASLA Interlibrary Cooperation Committee. Chicago, Ill.: Association of State Library Agencies, 1978.

Evaluation of the Effectiveness of Federal Funding of Public Libraries. A study prepared for the National Commission on Libraries and Information Science. Submitted by Government Studies and Systems, Inc. Washington, D.C.: National Commission on Libraries and Information Science, 1976.

Fry, Bernard Mitchell. *Government Publications: Their Role in the National Program for Library and Information Services*. Washington, D.C.: National Commission on Libraries and Information Science, 1978.

Improving State Aid to Public Libraries. Report prepared for the Urban Libraries Council by the Government Studies and Systems, Inc. Washington, D.C.: National Commission on Libraries and Information Science, 1977.

National Inventory of Library Needs, 1975. Resources needed for public and academic libraries and public school library/media centers. A study submitted by Boyd Ladd, consultant to the National Commission on Libraries and Information Science. Washington, D.C.: National Commission on Libraries and Information Science, 1977.

The Role of the School Library Media Program in Networking. A study prepared for the National Commission on Libraries and Information Science by the Task Force on the Role of the School Library Media Program in the National Program. Washington, D.C.: National Commission on Libraries and Information Science, 1978.

The State Library Agencies: A Survey Project Report, 4th ed. Compiled and edited by Donald B. Simpson. Chicago, Ill.: Association of Specialized and Cooperative Library Agencies, 1979.

Toward a National Program for Library and Information Services: Goals for Action. Washington, D.C.: National Commission on Libraries and Information Science, 1975.

STATE LIBRARY AGENCIES*
Structure and Appropriations
Fiscal 1980

			Appropriations					
			State(a)		Federal			
State	Organization structure†	Agency reports to‡	Agency appropriation	Direct assistance to public libraries and networks	Library Services and Construction Act	Other	Other sources of income	Total
All states			$81,274,925	$154,367,786	$64,991,994	$20,385,142	$7,197,691	$328,217,538
Alabama	I	G	1,288,090	1,461,910	1,156,852	...	45,854	3,952,706
Alaska	U	E	1,249,200	332,000	300,600	...	...	1,881,800
Arizona	U	A	1,814,600	300,000	804,000	...	3,600	2,922,200
Arkansas	U	E	1,179,822	1,219,210	771,338	...	...	3,170,370
California	U	C	5,447,319	4,591,585	5,641,719	...	75,000	15,755,623
Colorado	U	E	667,806	1,343,140	886,289	2,115,133	51,661	5,064,029
Connecticut	I	B	3,102,500	1,214,000	1,013,729	...	...	5,330,229
Delaware	U	D	202,900	75,000	384,935	...	...	662,835
Florida	U	S	750,741	3,251,692	2,274,135	...	...	6,276,568
Georgia	U	E	936,449	7,271,071	1,320,534	...	...	9,528,054
Hawaii	U	E	8,752,704	(b)	430,493	...	...	9,183,197
Idaho	U	B, E	821,700	303,000	361,500	...	180,100	1,666,300
Illinois	U	S	2,664,982	19,251,193	3,049,285	...	...	24,965,460
Indiana	I	G	1,354,027	1,252,920	2,326,031	...	...	4,932,978
Iowa	I	B	700,177	994,788	954,192	...	...	2,649,157
Kansas	I	G	501,854	677,500	845,229	...	36,257	2,060,840
Kentucky	I	G	5,110,300	540,000	1,103,628	...	669,500	7,423,428
Louisiana	I	C	553,712	1,585,394	1,488,513	...	117,682	3,745,301
Maine	U	E	1,346,323	108,000	509,946	87,102	...	2,051,371
Maryland	U	E	656,031	11,715,000	1,275,000	3,000,000	...	16,646,031
Massachusetts	U	E	390,000	4,805,487	1,678,633	...	...	6,874,120
Michigan	U	E	1,957,800	7,881,000	2,589,600	6,645,600	228,500	19,302,500
Minnesota	U	E	634,400	3,773,800	1,231,130	...	...	5,639,330
Mississippi	I	C	1,003,271	1,196,134	747,072	...	1,587,348	4,533,825
Missouri	U	B	552,225	1,516,003	1,441,470	...	50,000	3,559,698
Montana	U	E	332,819	246,000	430,755	...	85,335	1,094,909
Nebraska	I	C	1,014,150	214,000	612,317	...	379,104	2,219,571
Nevada	I	G	871,062	49,770	398,630	...	5,000	1,324,462
New Hampshire	I	G	994,763	...	451,674	...	20,000	1,466,437
New Jersey	U	E	2,127,365	8,579,423	2,067,365	15,279	265,826	13,055,258
New Mexico	I	C	1,058,700	177,000	520,700	...	...	1,756,400
New York	U	E	4,848,951	34,218,017	4,705,565	...	250,000	44,022,533
North Carolina	U	R	1,649,866	4,454,056	1,613,388	...	...	7,717,310
North Dakota	U	I	321,643	500,000	401,868	...	57,783	1,281,294
Ohio	I	B	2,263,029	1,027,379	2,639,425	...	400,266	6,330,099
Oklahoma	I	B	1,346,778	665,000	1,084,559	...	502,814	3,599,151
Oregon	I	B	1,227,648	160,000	823,790	...	12,542	2,223,980
Pennsylvania	U	E	1,901,000	10,125,000	2,378,000	8,500,000	...	22,904,000
Rhode Island	I	G	490,047	1,198,659	433,272	...	...	2,121,978
South Carolina	I	B	932,185	1,295,258	956,701	...	...	3,184,144
South Dakota	U	G	846,090	...	114,056	...	55,996	1,016,142
Tennessee	U	E	1,243,400	2,884,700	1,555,500	...	95,000	5,778,600
Texas	I	C	3,097,282	2,092,764	3,429,048	...	67,112	8,686,206
Utah	I	C	1,095,700	...	489,600	...	379,200	1,964,500
Vermont	I	G	741,300	...	367,177	...	7,000	1,115,477
Virginia	I	B	2,309,790	2,680,235	1,316,820	...	...	6,306,845
Washington	I	C	3,796,070	...	1,176,333	22,028	276,211	5,270,642
West Virginia	I	G	1,160,905	2,882,598	701,448	...	1,200,000	5,944,951
Wisconsin	U	E	1,652,200	4,258,100	1,397,045	...	...	7,307,345
Wyoming	I	B	313,249	...	341,105	...	100,000	754,354

---

*Prepared by the Association for Specialized and Cooperative Library Agencies and the Chief Officers of State Library Agencies.

†Abbreviations: I—Independent; U—Unit within larger unit.

‡Abbreviations: A—Department of Administration; B—Board; C—Commission; D—Department of Community Affairs and Economic Development; E—Department of Education; G—Governor or Governor's Board; I—Director of Institutions; R—Department of Cultural Resources; S—Secretary of State.

(a) State appropriations in some states may vary from data reported here due to administrative decisions.

(b) Hawaii has a totally integrated system; all public and state library support included in previous column.

MAJOR FUNCTIONS OF STATE LIBRARY AGENCIES

LIBRARY SERVICES TO STATE GOVERNMENT

- Documents: A strong collection of federal, state, and local documents maintained for historical research, public affairs, and special informational needs.
- Information and reference service: A quick information and extensive bibliographic service for state staffs on government assignments.
- Legislative reference or information service: The research and digesting of information to help state legislators meet their generally increased responsibilities.
- Law collection: An extensive collection of constitutions, codes, statutes, sessions, laws, and legal documents to serve the judicial, legislative, and executive branches of government, the lower courts, students, and the general public.
- Genealogy and state history collection: Primary nonofficial source material to support intensive study of the state's political, economic, and cultural history.
- Archives: The state's own records preserved, organized, and used for the legal and administrative functions of government.
- Liaison with institutional libraries: An effort to facilitate the initial development and growth of libraries in the areas of health, welfare, and corrections programs.

STATEWIDE LIBRARY SERVICE DEVELOPMENT

- Coordination of total library growth: A responsibility for the development of a statewide plan for library growth in each of the following types of libraries.
  - Academic: Coordination of library growth in academic libraries.
  - Public: Coordination of library growth in public libraries.
  - School: Coordination of library growth in school libraries.
  - Institutional: Coordination of library growth in institutional libraries.
  - Research: A means of identifying programs, resources, and other background information on various levels that are needed to further library growth.
- Coordination of library systems: The determination and implementation of the most effective structure to provide access to the total library resources.
- Consulting services: Individual or small group contact with state and local officials emphasizing special aspects of library service, and offering guidance and stimulation to all libraries to develop their potential.
- Interlibrary loan, reference and bibliographic service: Information services designed to supplement community and regional library services.
- Statistical gathering and analysis: The gathering, compiling, interpreting, publicizing, and disseminating of annual statistics of all types of libraries in the state to aid in the planning and development of total library service.
- Library legislation review: The constant scrutinizing of both federal and state legislation affecting library service to foster new legislation to enable the implementation of state plans and to ensure the compatibility of library laws.
- Interstate library compacts, contracts, and other cooperative efforts: The effort of the state agency to provide a legal and equitable means for extending cooperation across state lines.
- Specialized resource centers: Libraries designated by the state agency to permit more specialized and comprehensive resources that provide backup for the local collection.
- Direct library service to the public: The means used in very special circumstances, such as sparse population and low economic base, to provide access to materials, usually by bookmobile or by mail.
- Annual reports: The compilation used to show the state library agency's activity as a coordinating agency providing information to legislators and citizenry of the state.
- Public relations: The interpretation of library service to the government and to the public to create a climate of public opinion favorable to library development.
- Continuing education: Providing meetings, seminars, and workshops to bring facts and needed information to the attention of librarians and trustees.

STATEWIDE DEVELOPMENT OF LIBRARY RESOURCES

- Long-range planning: Stated goals for developing, coordinating, maintaining, and improving the total library resources which affect the socioeconomic, political, cultural, intellectual, and educational life of the state.
- Determining the size and scope of collections: The extent of collections needed in relation to other existing collections and strengths of resources within and without the state.
- Mobilization of resources: Cooperative agreements made to ensure that materials are made quickly and easily available by various means.
- Subject and reference centers: Specialized information resource centers located at convenient intervals to enable the serious reader direct access to specialized materials and to provide backup support in the total library program of the state.
- Defining types of resources—books: Full resources needed for the affairs of state (encompassing the holdings of the state library agency, collections of public libraries, schools, colleges and universities, special institutions, private holdings, and research and industrial centers) form the total library resource often reaching into the millions of volumes.
- Other printed materials: In addition to books, such materials as current journals and newspaper reports in the original or in miniaturized forms are essential for the researcher, the legislator, the student, and all other citizens.
- Multimedia: Films, filmstrips, slides, recordings, and other new forms of communication media are important elements of the total resources of the state.
- Materials for the blind and handicapped: Talking books on discs and tapes and books in braille and in large print are needed in each state.
- Coordination of resources: The development of a plan to build and use the total library resources within each state and to foster cooperative agreements to make materials widely and genuinely available through varying means, such as a central record of holdings, bibliographies and indexes of state materials, rapid communication systems among libraries to facilitate location of needed information and resources, interlibrary loan provisions, and duplicating equipment for supplying copies of material that cannot be loaned.
- Little-used material centers: Locations established for the holding of rare and out-of-print materials disposed of by libraries participating in the total state program.

STATEWIDE DEVELOPMENT OF INFORMATION NETWORKS

- Planning of information networks: The development and implementation of formal coordinated structures for the optimum utilization of the total library and information resources within a state.
- Centralized informational facilities: The determininination of the most advanced techniques for acquiring, recording, and processing all kinds of informational material and the centralizing of these activities to ensure the most economical and efficient service possible.
- Exchanging information and material: The opening of new sources and channels for the flow of information through networks.
- Interstate cooperation: The responsibility of the state library agency to see that its networks are linked to other networks at the state, regional, national, and international level.

FINANCING LIBRARY PROGRAMS

- Administering federal aid: Monies obtained from federal sources to provide incentive money to help states improve the quality of library service.
- Administering state aid: Monies voted by the state legislature to share in the direct cost for library service and facilities in recognition of the library's part of the state educational system.
- Organization and reorganization of library systems and networks: State and federal monies devoted to the establishment of library systems, networks, and resource centers in order to utilize the strengths of the state and the constant evaluation and reorganization of the above.

FUNCTIONS AND RESPONSIBILITIES OF STATE LIBRARY AGENCIES*

	Library services to state governments							*Statewide library services development*															
State	*Documents*	*Information and reference service*	*Legislative reference*	*Law library*	*Genealogy and state history*	*Archives*	*Liaison with institutional libraries*	*Coordination of academic libraries*	*Coordination of public libraries*	*Coordination of school libraries*	*Coordination of institutional libraries*	*Research*	*Coordination of library systems*	*Consulting services*	*Interlibrary loan, reference and bibliographic service*	*Statistical gathering and analysis*	*Library legislation review*	*Interstate library compacts and other cooperative efforts*	*Specialized resource centers*	*Direct service to the public*	*Annual reports*	*Public relations*	*Continuing education*
Alabama	...	★	...	...	...	...	★	...	★	...	★	★	★	★	★	★	★	★	★	†	★	★	★
Alaska	★	★	†	†	★	...	★	†	★	†	★	†	★	★	★	★	†	★	★	†	★	†	★
Arizona	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	†	★
Arkansas	★	★	...	...	...	...	★	†	★	†	★	★	★	★	★	★	★	★	★	...	★	★	★
California	★	★	★	★	★	...	★	†	★	...	†	†	★	★	★	★	†	★	†	...	★	†	†
Colorado	†	★	†	...	...	...	★	†	★	†	★	★	★	★	★	★	†	★	†	...	★	†	★
Connecticut	★	★	★	★	★	†	★	...	★	...	★	★	★	★	★	★	★	★	★	★	★	★	★
Delaware	†	★	†	...	†	...	★	...	★	...	★	†	★	★	†	★	†	★	★	★	★	★	★
Florida	★	★	†	...	★	...	★	†	★	...	★	★	★	★	★	★	★	★	★	★	★	†	†
Georgia	†	★	...	...	...	...	★	...	★	...	★	†	★	★	★	★	...	★	★	★	★	★	†
Hawaii	★	★	...	...	★	...	★	...	★	...	★	†	†	†	†	...	...	...	★	★	†	†	†
Idaho	†	★	†	...	†	†	★	...	★	...	★	★	★	★	★	★	★	★	★	...	★	★	★
Illinois	★	★	†	...	...	...	†	†	★	†	†	†	★	†	†	†	†	★	†	...	★	†	†
Indiana	★	★	†	...	★	...	★	†	★	†	★	†	★	★	★	★	★	★	†	...	★	★	†
Iowa	★	★	†	★	†	...	★	...	★	...	†	†	★	★	★	★	★	★	★	...	★	★	†
Kansas	★	★	★	...	...	...	★	†	★	†	★	†	★	★	★	★	★	★	★	†	★	†	†
Kentucky	†	★	†	...	†	★	★	†	★	...	†	†	†	★	★	★	★	★	†	...	★	★	†
Louisiana	†	★	†	...	★	...	★	†	★	†	†	★	★	★	★	★	★	★	†	†	★	†	†
Maine	★	★	†	...	★	...	★	†	★	★	★	†	★	★	★	★	★	★	†	†	★	★	†
Maryland	†	†	...	...	...	...	★	★	★	★	★	★	★	★	★	★	...	★	★	†	★	★	★
Massachusetts	...	†	...	...	...	...	★	...	★	...	★	★	★	†	†	★	†	★	...	...	★	†	†
Michigan	★	★	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Minnesota	...	†	...	...	...	...	†	†	★	†	†	†	★	★	★	★	★	★	†	★	★	★	★
Mississippi	†	†	†	...	...	...	★	†	★	†	★	†	★	★	★	★	†	★	†	†	★	†	†
Missouri	†	†	†	...	...	...	★	†	★	†	★	...	★	★	★	†	★	★	★	★	★	★	★
Montana	†	★	†	...	†	...	★	†	★	†	★	†	★	★	★	★	★	★	★	★	★	★	★
Nebraska	★	★	...	...	...	...	★	†	★	†	†	†	★	★	★	★	†	★	★	★	★	★	★
Nevada	★	★	†	...	†	★	★	†	★	†	★	★	★	★	★	★	★	★	★	★	★	★	★
New Hampshire	★	★	★	★	★	...	★	★	★	...	★	★	★	★	★	★	★	★	...	★	★	★	★
New Jersey	★	★	†	★	★	★	†	†	★	★	†	†	★	★	†	★	†	★	†	...	★	†	†
New Mexico	★	★	†	...	†	...	★	†	★	†	★	★	★	★	★	†	★	★	†	†	★	★	★
New York	★	★	†	★	★	†	★	★	★	†	★	†	★	★	★	★	★	★	★	★	★	†	†
North Carolina	★	★	†	†	†	...	★	†	†	†	†	†	†	★	★	★	★	★	†	★	★	★	★
North Dakota	★	★	†	...	†	...	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Ohio	★	★	†	...	†	...	★	†	★	†	†	★	★	★	★	★	★	★	†	†	†	†	†
Oklahoma	★	★	★	★	†	★	★	†	★	†	★	★	★	★	★	★	★	★	†	...	★	†	★
Oregon	★	★	★	...	†	...	★	...	★	...	★	†	★	★	★	★	★	★	...	★	★	★	★
Pennsylvania	★	★	†	★	†	...	★	★	★	...	★	★	★	★	★	★	★	...	...	★	★	★	★
Rhode Island	...	†	...	...	...	...	★	★	★	...	★	★	★	★	†	★	★	★	★	†	★	†	†
South Carolina	†	★	★	...	†	...	★	...	★	...	★	†	★	★	★	★	★	★	★	...	★	★	†
South Dakota	★	★	★	...	†	...	★	†	†	†	†	★	★	★	★	★	★	★	★	★	★	†	★
Tennessee	★	†	†	†	★	★	†	...	★	...	★	†	★	★	†	★	†	★	†	†	★	†	†
Texas	★	★	...	...	★	★	★	...	★	...	...	...	★	★	★	★	†	†	★	...	...	†	★
Utah	★	★	†	...	...	...	★	...	★	†	★	...	★	★	★	†	†	★	†	★	★	†	†
Vermont	★	★	†	★	†	...	★	...	★	...	★	†	★	★	★	★	★	★	†	★	★	★	†
Virginia	★	†	†	...	★	★	★	...	★	...	★	†	★	★	★	†	★	★	†	†	†	†	†
Washington	★	★	★	...	†	†	★	†	★	...	★	★	★	★	★	★	★	★	†	†	★	★	★
West Virginia	...	†	†	...	...	...	★	†	★	†	★	★	★	★	★	★	★	★	...	★	★	★	★
Wisconsin	†	★	†	...	...	...	★	†	★	★	★	★	★	★	†	★	★	★	†	★	★	†	★
Wyoming	★	★	...	†	†	...	★	★	★	†	★	†	...	★	★	★	...	★	...	†	★	★	†

*Prepared by the Association for State Library Agencies.
★—Primary.
†—Shared.
... None.

FUNCTIONS AND RESPONSIBILITIES OF STATE LIBRARY AGENCIES*—Concluded

	Statewide development of library resources										*Statewide development of information networks*				*Financing library programs*		
State	*Long-range planning*	*Determination of size and scope of collections in the state*	*Mobilization of resources*	*Subject and reference centers*	*Resources—books*	*Resources—other printed materials*	*Resources—multimedia*	*Resources—materials for the blind and handicapped*	*Coordination of resources*	*Little-used materials*	*Planning of information networks*	*Provision of centralized facilities*	*Exchange of information and materials*	*Interstate cooperation*	*Administration of federal aid*	*Administration of state aid*	*Financing of library systems and networks*
Alabama	★	★	★	★	★	★	★	★	★	...	★	†	★	★	★	★	★
Alaska	★	†	†	†	†	†	★	★	★	†	†	★	†	★	★	★	†
Arizona	★	★	★	★	★	★	★	★	★	...	★	★	★	★	★	★	★
Arkansas	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
California	★	†	†	†	†	†	†	†	★	†	†	†	†	★	★	★	★
Colorado	★	†	†	†	†	†	†	★	†	†	†	†	†	★	★	★	★
Connecticut	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Delaware	★	†	★	†	★	★	†	★	★	†	★	★	★	★	★	★	★
Florida	★	†	†	★	†	†	†	†	★	★	★	★	★	★	★	★	★
Georgia	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Hawaii	†	†	†	†	†	†	†	★	†	★	†	†	†	†	†	†	†
Idaho	★	†	★	†	★	★	★	★	★	★	★	†	★	★	★	★	★
Illinois	†	†	†	†	†	†	†	†	†	...	†	†	†	★	★	★	★
Indiana	★	...	†	†	†	†	†	†	†	...	†	†	★	★	★	★	★
Iowa	★	★	★	★	★	★	★	†	★	★	★	★	★	★	★	★	★
Kansas	★	★	†	†	†	†	†	†	†	†	★	★	★	★	★	★	★
Kentucky	★	†	†	†	†	†	†	★	★	†	†	†	†	★	★	★	★
Louisiana	†	†	†	†	†	†	†	★	†	...	†	★	★	★	★	...	★
Maine	★	★	★	★	★	★	★	★	★	†	★	★	†	★	★	★	★
Maryland	★	...	...	★	...	...	...	★	★	...	★	★	★	★	★	★	★
Massachusetts	†	...	†	...	†	†	†	†	†	†	†	†	†	★	★	★	★
Michigan	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Minnesota	★	†	★	†	†	†	†	★	★	★	★	†	†	★	★	★	†
Mississippi	★	★	★	★	★	★	†	★	★	★	★	†	★	★	★	★	★
Missouri	★	†	★	★	★	★	†	†	★	★	★	†	†	†	★	★	†
Montana	★	★	★	★	★	★	★	★	†	†	†	†	★	★	★	...	★
Nebraska	★	...	★	★	★	★	★	★	★	...	★	...	†	★	★	★	★
Nevada	★	†	†	†	†	†	†	★	★	†	★	★	★	★	★	★	★
New Hampshire	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Jersey	†	...	★	...	†	†	†	★	†	†	†	★	★	★	★	★	★
New Mexico	★	†	★	...	†	†	†	★	★	...	★	★	★	★	†	★	★
New York	★	†	†	†	★	★	★	†	★	...	★	★	★	†	★	★	★
North Carolina	★	†	†	†	★	★	†	★	★	†	★	★	★	★	★	★	★
North Dakota	★	...	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Ohio	★	†	†	†	†	†	†	†	★	†	★	...	★	★	★	★	★
Oklahoma	★	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Oregon	★	★	★	...	...	★	...	★	†	...	★	...	†	★	★	★	...
Pennsylvania	★	†	★	†	★	†	†	★	★	†	★	★	★	...	★	★	★
Rhode Island	★	†	★	†	†	†	†	★	★	..	★	†	★	★	★	★	★
South Carolina	★	†	...	★	†	†	†	★	★	...	★	★	★	★	★	★	...
South Dakota	★	†	★	★	†	†	★	★	★	★	★	★	★	★	★	...	★
Tennessee	★	...	†	†	†	†	†	★	†	†	★	†	†	★	★	★	★
Texas	★	†	†	†	★	★	...	★	★	†	★	†	★	★	★	★	★
Utah	★	†	†	†	†	...	†	★	†	...	★	†	★	★	★	★	...
Vermont	★	†	†	†	†	†	†	★	★	†	†	†	★	★	†	★	†
Virginia	★	†	†	†	†	†	†	†	†	†	★	★	★	★	★	★	†
Washington	★	...	★	†	...	...	...	†	...	...	★	★	★	★	★	...	★
West Virginia	†	...	...	†	★	...	★	★	★	★	★	★	★	★	†	†	...
Wisconsin	★	†	†	†	†	†	†	★	†	†	†	★	†	★	★	★	★
Wyoming	★	†	†	†	†	†	†	†	★	★	†	†	★	★	★	...	...

STATE PLANNING

By Robert N. Wise*

STATE PLANNING is an application of the rational decisionmaking process to a highly dynamic state governmental scene. As an activity allied with management science, it involves the organized and continuous interaction of goal definition, development and analysis of alternatives, program selection and design, resource allocation, and performance evaluation. State planning is concerned with the location as well as management of state programs. Coordination among all levels of government, state agencies, the private sector, and the state citizenry are also major features.

Among those states with a defined planning process, different roles are assigned to different units. How the organization chart establishes the structural relationships is secondary to the missions assigned to the units and the ways in which they interact and interrelate with one another.

State Planning Agencies

There are three basic forms of the state planning function: (1) state planning, community affairs, and budget in separate agencies; (2) state planning and community affairs together and budget separate; and (3) budget and planning in the same agency and community affairs apart. Most states use some modification of one of these forms.

Where there is a clear organizational distinction between the three functions, state planning is usually in the governor's office, budget in a department of finance, and most community affairs activities in a separate agency. Where state planning and community affairs are combined, state planning is either a separate department or in the governor's office. Community affairs then becomes a division of the state planning office.

The association of planning with budgeting usually occurs within a department of administration, office of planning and budget, or office of policy and management. In 1975, seven states were organized with planning and budgeting related structurally. By 1978, 19 states had moved to this approach, although with many variations on the general theme.

State Policy Planning

Land use, economic development, and executive planning have become major state activities which can be described as state policy planning. Policy planning, although having some long-range data components, is largely designed to develop a state (and usually gubernatorial) posture on key issues and state needs. Furthermore, it is designed to enhance the capability of the governor and other state policymakers to make decisions based on objective and perceived needs which are factually derived.

Most states have some form of plan or policy guideline and virtually all states have established state-level policy planning processes. Few of these statements or studies have gone beyond the recognition of need and identification of some key components over which states may exercise initiative. In the few states that have developed sophisticated policy planning processes, three general types can be identified: (1) alternative futures analysis, (2) strategic issues identification, and (3) public investment planning.

---

*Mr. Wise is Staff Director, Council of State Planning Agencies.

The "alternative futures" approach involves a considerable number of goals and objectives being tested against alternative future scenarios. These scenarios are based on a range of alternatives, from a stabilized economy to highly accelerated economic growth rates. From the results of testing the alternatives, state officials can design a program to encourage a desired growth rate; that is, they can attempt to moderate and change past trends and location of growth by public actions.

The second approach is the "strategic issues" technique. This process focuses on those key elements of the state management which can evolve into improved state policy and decisionmaking, e.g., streamlining the planning process as a complement to budget preparation instructions and focusing on the decisions to be made by the governor and legislature. A common theme is policy formulation which can be utilized in the budget process as well as for day-to-day policy guidance and in the state capital budget. Also, the planning process is annual, and action-, executive-, and substantially data-oriented.

The third type of policy planning centers on the development and execution of a state locational policy, utilizing taxation, regulation, and capital investments. The development and evolution of major urban policies and related strategies within the framework of executive management at the state level will continue to be a major challenge.

Opportunities for the Future

Many opportunities are available to states for the future strengthening of state planning. Selection among these may depend largely on gubernatorial priorities for the state concerned. Briefly, some of these opportunities are:

- ***Policy development and coordination***, where a planning agency in the governor's office with direct linkages to the budget process can effectively (with the governor) enunciate a set of policies which successfully set priorities and shape programs.
- ***State management***, where there is a need to better define the process of management of state government. Concurrently, work is needed to better define state planning's role within this overall framework of state management. Major improvements in states through executive reorganization, planning, and budgeting are seen as initial steps toward a concept of corporate management of state government.
- ***Critical issues identification and response***, where there is the continuing need for long-term problems to be translated to policymakers in terms of immediate action items. Recent experiences with the national drought, dam ruptures, energy shortages, floods, pension system collapses, and financial chaos, particularly in older cities, indicate that state planning needs to anticipate possible problems. Development of a framework for anticipatory planning, mitigation of disasters, response to disasters, and long-term recovery is high on the planning agenda.
- ***Human services planning***, where, because of the large expenditure of state resources for human services, states can institute an overall framework for human services planning. A growing number of states are grappling with this approach.
- ***Community and economic development***, where the functions of community development and economic development are merged. To a large extent, this reflects the attempt to create a healthy community development environment based on solid economic solutions to community problems. A state-city partnership in these endeavors is indicated.

- ***Packaging federal programs***, where an important opportunity exists if states will consciously enforce policy and forecasting consistency among various federally required state plans. For example, states regularly are encouraged to prepare and update statewide plans covering water quality, energy conservation, land use, housing, outdoor recreation, transportation, and economic development. State policies and forecasts can be formulated to guide these federal programs toward state objectives. This approach opens up constructive dialogue with local and substate officials and could involve all parties in policy formulation.
- ***Private sector cooperation***, where channels can be opened between the public and private sectors and in placing staff with economic analysis and development skills. This trend could foster a new realism in state planning concerning the intermingled fates of government and private enterprise.
- ***Environmental and natural resource policy***, where environmental policies can be linked to other policy areas. The quality of life concept, comprehensive impact assessments, and environmental census-taking could be explored in this regard.

Millions of dollars are at stake under each of the headings briefly outlined above. There are other opportunities, of course. State planning often stands at the cutting edge of state management, able to adapt opportunities to the unique policy environment of state governments.

Selected References

Council of State Governments. *State Growth Management*. Washington, D.C.: Department of Housing and Urban Development, 1976.

__________. *State Planning: Intergovernmental Policy Coordination*. Washington, D.C.: Department of Housing and Urban Development, 1976.

Council of State Planning Agencies. *State Planning Issues*. Washington, D.C.: various dates.

__________. *The State Planning Series*. Washington, D.C.: 1977. (See, especially, "History of State Planning" by Harold Wise, "Concepts of State Planning" and "Evaluation of State Planning" by Lynn Muchmore, "The Legal Basis for State Policy Planning" by the Research Group, and "State Strategies for Multistate Organizations" by Leonard U. Wilson.)

__________. *Studies in State Development Policy*. Washington, D.C.: 1979.

Howard, S. Kenneth *Changing State Budgeting*. Lexington, Ky.: The Council of State Governments, 1973.

International City Management Association. *Principles and Practice of Urban Planning*. Chicago, Ill.: 1968.

National Governors' Association. *Governing the American States: A Handbook for New Governors*. Washington, D.C.: 1978.

Rosenbaum, Nelson. *Land Use and the Legislatures: The Politics of State Innovation*. Washington, D.C.: The Urban Institute, 1976.

PRODUCTIVITY

By James E. Jarrett*

Productivity is like a diamond. It is multi-faceted. Its value is enhanced when those with the proper tools work on it. It can be measured in a number of ways. It is appreciated most by those who understand its many subtleties. It is obtained at a price. It is widely sought after; as a result, it is often faked.[1]

TWO YEARS AGO, the term productivity was seldom used in state governments. Continued high inflation, taxpayer discontent, perceived deficiencies in governmental operations, and concerns about the size of government have elevated productivity to a higher priority on the agenda of many state officials.

Despite the renewed interest, productivity is a confusing subject. Some consider productivity to be a process, while others categorize it as a concept which combines both effectiveness and efficiency. Productivity may also be viewed as a goal. Less charitable interpretations also abound: it is a buzzword without substance, a facade for budget and personnel retrenchment, a term which actually denotes work speedups and, in some cases, more delivery of an unnecessary public service.

Another source of confusion is that productivity, like many other words, is used in both broad and narrow ways and has both nontechnical and technical definitions.[2] Productivity improvement, in this article, is broadly interpreted and should be considered equivalent to that which improves government performance. This would include new programs, processes, procedures, and techniques which (1) increase service levels while holding costs constant, or (2) decrease costs for current service performance levels, or (3) increase performance while simultaneously reducing costs.

By taking a broad view of productivity improvement, one must realize that most productivity initiatives never are labeled as such. Not only are most improvements in state government operations evolutionary and without fanfare, most programs fall under different descriptions. For example, one researcher, in assessing the current state of the art of productivity improvement, addresses productivity in terms of six topics: measurement, improved technology, improved operating procedures, improved employee motivation, organizational approaches, and the institutionalization of productivity programs.[3] Therefore, any inventory of federal and state productivity initiatives necessarily will omit much of what is going on. Nevertheless, federal and state productivity initiatives, identified as such, are increasing.

Federal Productivity Initiatives

During the past two years, and particularly during 1979, federal productivity efforts have taken on new directions. After the National Center for Productivity and Quality of Working Life ceased operations in September 1978, a National Productivity Council was established by executive order in October 1978. The National Productivity Council, which includes representatives from federal departments and agencies with significant responsibilities related to productivity improvement in the public and private sectors, was assigned the task of assisting in setting priorities for federal productivity efforts.

---

*Mr. Jarrett is Program Manager for Productivity, the Council of State Governments.

In addition, the National Productivity Council was instructed to determine the federal government's role in supporting state productivity efforts. Toward this end, a study team was established under the auspices of the National Productivity Council to define issues, assess needs, and develop alternative courses of action. In early 1979, the National Productivity Council, General Accounting Office, Office of Management and Budget, and Office of Personnel Management cosponsored a workshop on the federal role in state and local government productivity. More than 130 people participated in the workshop.[4]

As a result of the workshop, the study team's meetings, and subsequent discussion, the federal role appears to be emerging slowly.[5] For state officials, there are three significant points. First, new federal financial support will be modest, and most likely will be available primarily through existing federal programs. Second, there has been a recommendation that the Intergovernmental Personnel Act be amended and broadened to support grants-in-aid for a range of general management activities as well as personnel management. Third, the U.S. Office of Personnel Management (OPM) will be the lead federal agency for state productivity improvement.[6]

Among OPM's responsibilities are: (1) working with federal agencies to develop a strategy for federal support of state programs; (2) promoting concern for state productivity in federal programs; (3) encouraging needed productivity research, particularly "breakthrough" technology, by federal agencies which support state governments' needs; and (4) sharing problemsolving information on productivity through an information clearinghouse and by working with organizations of state officials.

While OPM's Office of Intergovernmental Personnel Programs is the lead federal unit, productivity work by several other federal groups is under way. The Intergovernmental Science, Engineering and Technology Advisory Panel within the Office of Science and Technology probably will be responsible for identifying productivity research needs of state governments. A Productivity Information Center has been established within the National Technical Information Center and has substantial information available, much of which was developed by the former National Center for Productivity. Within the Office of Policy Research and Development, Department of Housing and Urban Development, there exists a productivity research program which has devoted most of its efforts to local governments, although state governments have received some attention. The National Productivity Group within the General Accounting Office is performing a number of productivity studies which either involve or have applicability to state government productivity efforts. There is also work under way by OPM's Workforce Effectiveness and Development Group which could prove beneficial to state governments. While this group's mission is to assist federal agencies in productivity improvement, elements of its work can be adapted for state productivity initiatives.

State Productivity Initiatives

State government officials are following diverse paths to improve their operations and to lower costs. This diversity appears in the method of organizing productivity improvement activities as well as in programmatic and procedural subject areas receiving attention. Such diversity can be attributed to different state needs, individual leadership styles and political conditions, and to the fact that no single approach to productivity improvement has emerged as the best.[7]

Organizationally, some states have set up productivity commissions even though these differ in terms of composition, purpose, and degree of independence. In other states, productivity activities have been assigned to budget offices, personnel departments, and management analysis units, sometimes being integrated with existing management-by-objectives systems and sometimes falling outside existing procedures. In some cases, productivity work is centralized while in other instances it is decentralized or performed jointly: a central staff undertakes management improvement projects and coordinates agency projects, but considerable work goes on within executive branch agencies. In some states, only selected agencies are working on productivity matters.

The range of state productivity activities is enormous. Topics as seemingly unrelated as forms reduction, state vehicle usage, work measurement, monetary incentives, communication technologies, alternative staffing and work schedules, administrative consolidations, contracting out for services, and fringe benefit alterations are being pursued. Clearly, states exhibit considerable diversity in approaches, and state officials are working on many particular issues within the general categories of measurement, improved technology, improved operating procedures, and improved organizational and administrative arrangements.

Several generalizations can be made about state productivity activities. First, most state governments at this time do not have comprehensive, large-scale productivity improvement programs. Second, comparatively few states have systems to regularly measure the efficiency of more than a small proportion of their services, although progress is being made in several areas of input and output measurement. Third, the predominant approach of states has been the establishment of temporary task forces, usually involving private sector executives on a loaned basis. Approximately 40 states have utilized some version of this model. Fourth, personnel- and motivational-related productivity-oriented projects have increasingly received attention because state governments are so labor intensive.

During 1978-79, a number of state governments have initiated, redirected, or expanded their productivity efforts. While the programs highlighted below deserve special mention, it must be stressed that any inventory of state productivity programs will be incomplete because of the nature of productivity and because no systematic identification has yet been done at the state government level.[8] Nevertheless, these programs may prove instructive to those working on productivity projects.

Three states recently initiated productivity projects or programs. In New Jersey, a statewide productivity improvement program is under way and an innovative, centralized productivity investment account was established. Seed money for the account was provided by the legislature and the 16 funded projects (of 103 submitted) are projected to save the state six times this amount over a three-year period. In Florida, the governor has started a Florida Productivity Improvement Program in the 11 gubernatorially directed state agencies. The program, begun during late 1979, will be significant in scope and include three major elements: development of agency productivity plans, establishment of a productivity council with representatives from both the public and private sectors, and establishment of a university-based productivity center. In Texas, a decentralized approach is being followed. An Interim Select Committee on State Employment Productivity has been established to formulate recommendations for the next legislative session. Productivity projects are also under way or planned in many executive agencies, departments, and offices, including the offices of the governor, secretary of state, and Department of Human Resources.

Three states with productivity programs prior to 1978 have continued them. In Nevada, an early work-measurement project, funded by the federal government, proved successful by documenting cost savings between 3 to 1 and 10 to 1 over dollars spent. Total savings have been estimated at $1.5 million as of June 1979. As a result, general funds are being used to expand and continue the productivity activities as a permanent function of the Nevada State Personnel Division. In North Carolina, numerous projects are under way. In addition to a major 1979 productivity conference sponsored by the Governor's Commission on Governmental Productivity, Department of Administration officials have implemented a resource management system and have conducted paperwork reduction and work measurement projects. Also, an experimental group incentives project, which shares demonstrated cost savings with state employees, has been continued and is being expanded beyond the three original participating state units. In New York, 1979 was a year of transition. The Temporary State Commission on Management and Productivity in the Public Sector has been replaced by a new Legislative Commission on Economy and Efficiency in Government. This commission now is provided policy direction solely by legislative members rather than by both the executive and legislative branches, as was the case with the former commission. Another change has been to deemphasize almost entirely any work on local government productivity. Also, the commission has been directed to focus its resources on several priorities, primarily the potential for increasing efficiency and effectiveness through consolidations and reorganizations, and establishing a system for integrating agency and program performance measurements into the state's fiscal planning process.

In spite of the general expansion of state productivity improvement efforts over the past several years, not all programs have survived. In both Washington and Wisconsin, productivity efforts, at least by that name, have ceased to exist. However, these are exceptions to the general trend and have been numerically offset by the new programs listed above and many other projects not described in this article.

A Look Ahead

Developments of 1978 and 1979 suggest that far greater efforts on productivity will be made by state officials. While many state officials will initiate identifiable productivity programs, an even larger number will study and implement programs which, while not being categorized by the term productivity, will be oriented to improve state government performance.

It is unlikely, however, that state officials will adopt a consistent approach to productivity improvement. Diversity will dominate, as it should. Several specific areas probably will receive increased attention during this period. Because state employees' motivation and job performances determine to a large extent how well a state's citizens and taxpayers are served, monetary and nonmonetary incentives will receive more study and actual tests. Increased training for different groups of state employees in productivity concepts and the practical applications of existing analytical tools and measurement techniques also seems likely. Another likely development is increased experimentation with contracting out for state services to private firms. Also, there will be closer scrutiny of the costs and benefits of programs in such large expenditure areas as higher education and transportation. In those states which provide a significant portion of their revenues to their localities, more attention will be devoted to the productivity and performance consequences of different grant formulas. Nonpersonnel costs in general administrative and support functions will also be subjected to detailed analyses, perhaps by comparison with other states' figures.

The goal of improving state governmental performance by better serving the public with available resources is an ongoing process because improvements will always be possible. Productivity improvement will, thus, continue to be a challenge. Fortunately, even small improvements in state government operations will produce benefits for years to come.

Footnotes

1. Judy B. Rosener, "Improving Productivity in the Public Sector: An Analysis of Two Tools—Marketing and Citizen Involvement," *Public Productivity Review*, vol. II, no. 3 (Spring-Summer 1977), p. 3.
2. Because most introductory works on productivity deal with these issues, they will not be covered here. Readers interested in pursuing this should read Walter L. Balk, *Improving Government Productivity: Some Policy Perspectives* (Beverly Hills, Calif.: Sage Publications, 1975), and Brian J. Usilaner, "Productivity Measurement," in *Productivity Improvement Handbook for State and Local Government* (New York, N.Y.: John Wiley and Sons, 1979).
3. See, Harry P. Hatry, "Current State-of-the-Art of State and Local Government Productivity Improvement and Potential Federal Roles," in *Workshop: What Is the Federal Role in State and Local Productivity Improvement?* (Washington, D.C.: U.S. Office of Personnel Management, Office of Intergovernmental Personnel Programs, June 1979).
4. Proceedings of the workshop are available in the report cited in footnote three.
5. A final report of the study team and the National Productivity Council was not available at the time this article was prepared.
6. Efforts of the U.S. Office of Personnel Management will be concentrated in its Office of Intergovernmental Personnel Programs, both in Washington and in the federal OPM regional offices. In recognition of the increased role the federal government will play in state productivity improvement, a Grants Assessment, Research, and Productivity Section has been established within the office.
7. For further discussion of diversity and many other issues, see Gilbert W. Fairholm, "Productivity Improvement," *State Government*, vol. 50, no. 3 (Summer 1977), pp. 170-78.
8. Staff at the Council of State Governments' newly established Productivity Resource Center will be undertaking a systematic canvassing in 1980. In addition to providing officials with this information upon request, staff members plan to study several state programs in detail and publish the material.

2. Employment

CIVIL SERVICE REFORM

By David R. Cooke and Evan B. Hammond*

ONE ISSUE that captivated the imagination and time of many managers and public officials during the 1978-79 biennium was civil service reform. State officials initiated numerous civil service reforms during that biennium. Study commissions were established to delve into all aspects of state systems which oversee the hiring, compensating, and establishing of guidelines for civil service. Twenty-seven states established study commissions to review their civil service and personnel policies and recommend changes.[1]

Why so much emphasis on civil service reform? The reasons, though diverse, seem to focus on a few significant factors:

1. Poor or weak personnel administrative practices which had not kept pace with governmental growth or change.
2. A need to update antiquated statutes governing civil service systems.
3. The emergence of unionism and collective bargaining which brought increased pressure on traditional governmental personnel systems and managers to deal more quickly and openly with selection, compensation, and training issues.
4. The increased demand of governmental employees for a clear definition of their status as related to pay, benefits, and working conditions.
5. The demand by the public, brought about by economic pressures, to decrease the cost of services in government while at the same time increasing productivity.
6. The impetus of civil service reform at the federal level. Although much federal reform was derived from state-level ideas and practices, the publicity of federal reform in turn has given impetus to more state reform.

Types of Reform

The effects of public and economic pressures, unionization, study commission recommendations, and administrative and legislative initiatives have been varied, but in many cases they have brought about extensive civil service reform.

Twenty-two states passed statutes revamping or adding to existing civil service or personnel regulations. Thirteen states completed or substantially revamped their entire personnel system, and three states substantially altered their former approach to personnel management.

The types of reform are too numerous to detail here. However, some specific issues are noteworthy. The first of these is the organizational structure of the central personnel division and the authority granted to it. Decentralization of the personnel function was a significant issue with agency and local units demanding a voice in the day-to-day administration of traditional personnel functions such as the hiring, firing, and classification and setting of compensation for their employees. In some cases, the tension between the central personnel division's mandate for consistency (supported by Equal Employment Opportunity and other guidelines) versus agency needs for faster and more efficient service continued and was at the root of many demands for civil service reform. In a few instances, this served as a catalyst to bring about an examination of the entire personnel management system and the relationship between the authority of the central versus the agency personnel officials.

---

*Mr. Cooke is Director, Personnel Training/Management Development Program, The Council of State Governments, and Mr. Hammond is a Staff Professional for that program. The authors express their appreciation to state personnel directors and the Executive Committee of the National Association of State Personnel Executives for their cooperation in gathering much of the information which forms the basis of this overview.

Study commissions also focused on employment procedures, classification and compensation systems, including automation to increase the speed of processing merit examinations, and the need for providing equal employment opportunity while at the same time maintaining the minimum education and experience requirements so that excessive on-the-job or formal training would not be needed.

Some of the other specific areas which attracted the attention of the reform-minded public and top personnel officials as well as the study commissions were: flex-time in the public sector, the right to strike and interest arbitration, the cost of living versus ability to pay, productivity, abolishing veteran preference, disciplinary action and just cause, residency requirements, participatory performance evaluation, affirmative action and selection requirements, test validation, automation of payroll and personnel systems, self-insurance, establishment of a hearing board or officer for classification appeals, establishment of senior executive services, and the establishment of various ongoing skill and management training programs. Although this is not an exhaustive list, most of the focal areas have been cited.

Response to the Reform Issues

Several reforms were instituted to deal with the issues just mentioned. The more significant reforms will be discussed in this article and fall into the four basic functional areas found in most state civil service systems: employment, classification and compensation, administration, and employee relations.

Employment

Some state merit agencies, while not totally decentralizing the employee selection process, streamlined their recruitment and examination process through use of automated data processing techniques. The administering and scoring of examinations by state employment security divisions helped place potential employees on registers much more quickly. This method of using employment security offices also provided easier access to the population of potential employees within a number of states.

Not only have measures to promote easier access to examinations for all citizens been fostered, but an attempt to select those best qualified by more accurately matching the job and the applicant has emerged. An example of this movement is the assessment center approach where batteries of exams are administered, oral interviews are conducted, and skills required for the job are matched with those possessed by the job applicant. Three other noteworthy approaches are an applicant test coaching session, a computerized minority applicant job bank, and the development of tests for job families. The coaching session is designed to answer such questions as: What is a (state) civil service job? How do

I find out about civil service jobs? How do I apply for a state job? and How do I prepare for civil service tests? The last topic sometimes includes a review of the various types of examination questions and tips on how to answer them.

The computerized minority applicant job bank is a central file containing the names and qualification data on all minority applicants recruited. This bank is updated regularly and the information is matched against new job openings, job promotional opportunities, and varied examination announcements for which a candidate may be eligible.

The third noteworthy reform became a large undertaking for the Examination Development Staff in one state which gathered information from a random sample of 557 incumbents and their 375 supervisors. This sample represents 350 job classifications and 6,736 merit professional, administrative, and technological (PAT) positions. Analysis of the information is projected to involve an 18-month commitment.

This data will be used in validating examination instruments by providing a basis for linking job behavior, knowledge, skill, and ability requirements to job dimensions. This job analysis data can also be used to facilitate a variety of personnel administration decisions and to document the job-relatedness of employment decisions such as performance appraisal, training programs, job structuring, minimum qualifications, and experience and training evaluation. In addition, job-grouping strategies are being considered as part of this ongoing project in order to reduce the number of examinations within the system. This will be accomplished through the development of test batteries for job families within the PAT category. These tests will have been generated on the basis of data that can readily support any of the validity arguments stipulated in the Uniform Guidelines on Employee Selection Procedures, the American Psychological Association Standards of Psychological and Educational Tests, merit standards, and regulations proposed by other administrative and legal organizations. The project is being implemented in a general fashion, taking into consideration a broad view of the field of testing and judicial concerns.

Classification and Compensation

The classification and compensation function was in the forefront of civil service reform efforts and received considerable attention. Several noteworthy reforms were the establishment of classification hearing officers, deferred compensation and incentive pay, shift differential, and cost of living. Although not a new idea, the altering of the civil service law in one state to require a hearing officer in addition to a formal grievance procedure for classification was a forward step in encouraging employee participation and opening up the classification and compensation process to inspection by all concerned.

The Revenue Act of 1978 (P.L. 95-600) outlined the conditions under which state and municipal employees could take advantage of tax-sheltered or deferred compensation plans. Three restrictions are placed on such a plan: one, deferrals cannot exceed $7,500 or 25 percent of gross compensation annually; two, investments made by the plan are owned by the employer; and three, distribution of funds cannot be made before termination of employment, except under conditions of extreme financial hardship or death. Several states are currently studying the possibility of deferred compensation under this act. Recent reports from some states indicate that from 2,600 to 9,800 employees were participating in deferred compensation plans, with an average deferral of $180 per month in one state.

In order to attract and hold state employees on evening and night shifts, many states have instituted shift differential plans while others have increased their shift differential to a more realistic level. Over 10,000 employees in one state, primarily in state hospitals and correctional facilities, will realize a substantial increase in their paychecks, from 15 cents per hour to 10 percent of hourly pay.

A significant step taken in reforming past practices was the granting of incentive pay to state employees whose performance resulted in cost-saving measures. Several states have instituted or are considering the feasibility of incentive pay plans for employees who increase productivity in the workplace. One state reported that up to 25 percent of the cost saved by increased productivity or other cost-saving measures is returned to employees of the work group responsible for the cost-saving measures.

While a number of states are looking at ways to update their performance and job evaluation systems and fully automating their personnel payroll systems, every state is looking carefully at the dollars spent for personnel or human resources. One reason for this was President Carter's wage guideline of 7 percent which was greeted with dismay in many quarters. However, many states successfully adhered to the 7 percent guideline.

Some state legislatures, in an attempt to ease the inflationary factor, granted raises above the 7 percent figure but spread the raises over a six-month period by granting part in July 1979 and part in January 1980.

With tight budgets, many states were forced to adopt procedures to reduce the work force or place a freeze on the filling of vacant positions.

Administration

While almost every group of state workers received attention, none received more than the executives and managers to whom the governor and legislature look to oversee the implementation of state policies. One state passed a bill limiting appointment of all managers and some professionals to a four-year duration. Each year one fourth of the 1,100 employees who fall into this group would have their appointments expire and would either be reappointed or replaced at the discretion of the agency head. There would be no appeal procedure. The legislature felt that this would rid the state of unresponsive bureaucrats. At the same time, the salary ranges for the managerial and professional classes were increased by 7 percent and a procedure for granting more liberal salary adjustments based on worthwhile performance was established.

In an effort to increase productivity, states are not only providing incentives to executives and managers, but are also training them in setting and carrying out objectives. About 1,200 managers in one state are being trained in setting objectives and planning with objectives. This forms the basis for evaluating both the programs they oversee and, to some extent, their effectiveness in carrying out those programs.

Training has not been limited to executives; it has been reemphasized by many states as a means to increase performance and productivity. Work planning and performance review is a system which stresses that supervisors work closely with their people to help them improve on-the-job performance. Supervisors are being trained in the skills needed in the planning and assignment of work. Both supervisors and employees have a vital role in this process by reviewing position descriptions and considering which activities in the job should be done first and how. Both list suggestions for changes in work methods that will increase performance and see to it that such changes are carried out.

Reforming hiring practices in order to provide equal employment opportunity by no means took a back seat when compared with other reform issues.

Employee Relations

The application of the behavioral and social sciences to the workplace has long been accepted. In recent years, the additional application of the biological sciences has manifested itself in state government through practices such as flex-time and job sharing. The idea of flex-time centers around the biological clock of individuals and the need of organizations to meet demands for more labor. While some individuals are better producers in the morning, others produce more during the afternoon or evening. While some study is still needed in this area, the theory of allowing workers to arrive and leave work during a period consisting of two-hour blocks is becoming widely accepted. These blocks of time for state government usually allow arrival time from 7:30 to 9:30 a.m. and departure time from 4:00 to 6:00 p.m.

Initially, some governmental units went to flex-time to ease traffic problems and cover a longer time span because most governmental units are service-oriented. The benefits in productivity or increases in service due to flex-time are yet to be measured.

Job sharing, or the placement of a number of part-time individuals on the state payroll in the place of full-time employees, is also being introduced. Job sharing is generally defined as the employment of two people for a full-time position through a reorganization of tasks. Two methods are commonly used in the job sharing scheme—job pairing and job splitting. In job pairing, two people share one full-time job between them with equal responsibilities for the total job. In job splitting, two people with complementary skills are employed in what had been one full-time position; however, the tasks they perform are essentially different.

People who want to share jobs have reported that they do so in order to have time for other activities such as attending school, caring for children or elderly parents, having a second totally different career, opening a business, or participating in community affairs. Of the 80 participants in one job-sharing project, 44 had been full-time state employees who chose to reduce their work hours. One supervisor involved in job splitting reported:

> One positive and quite unexpected spin-off which we have noticed is that our office has been forced to reexamine and streamline certain processes and abandon or transfer others. It's possible that this might not have occurred if our job sharing employees had not observed how much time they were spending on routine paper shuffling. Apparently, one gets a much better view of what constitutes "wasted effort" from a 4-hour perspective than an 8-hour perspective. I just wonder how many wasted steps could be eliminated if we *all* re-assessed our jobs.[2]

Summary

Civil service reform in the states has not only been widespread but varied in attempts to deal with some of the complex questions of human resource management.

While it is too early to predict the results of the reforms mentioned, certain considerations by states appear to be emerging. One is the desire of state officials to be competitive with pay and benefits and maintain a competent work force; two, a desire to implement modern personnel management practices providing equal opportunity to all; and three, a desire to maintain and increase the level of needed services through the use of productivity measures within the work force. While these may seem like conflicting considerations to some, others feel they are noble goals and are striving to achieve them with the resources available.

There appears to be agreement that civil service reform is needed and, in many quarters, is way overdue. The states' initiatives in civil service reforms are a positive step forward, and it appears that participation in further civil service reforms to improve the efficiency and productivity of state government is inevitable.

Footnotes

1. Much of the data for this chapter is extracted from a survey of state civil service reforms by the Council of State Governments and from *Report of the States* for 1978 and 1979. These reports are a collection of papers containing information on the changes, current trends, innovations, etc., within the states, as presented by each state personnel director attending the National Association of State Personnel Executives annual conference in July of each year. *Note:* Elaboration on specific civil service reform efforts can be obtained by contacting the authors.

2. U.S. Office of Personnel Management, *Project Join* [Job Options and Innovations] *Quarterly Progress Report* (Washington, D.C.: December 1977).

STATE PERSONNEL AGENCIES
Coverage, Organization, and Selected Policies
As of late 1979*

State or other jurisdiction	General coverage (a)	Number of employees covered	Board members			Workweek for office workers		No. paid vacation days	Sick leave (working days)		Paid holi-days	Group insurance (including premium percentage or dollar amounts paid by state)		
			No.	How apptd.	Term (years)	Days	Hrs.		After 1 yr.	Cumulative		Hos-pitali-zation	Medical or surgical	Life
Alabama Personnel Dept.	★	25,077	3	G(b)	6	5	40	13(c)	13	150	13	100%		...
Alaska Div. of Personnel & Labor Relations	★	11,128	3	G(b)	6	5	37.5	15(c)	15	no limit	11	100%		(d)
Arizona Personnel Div.	★	18,000	5	G(b)	5	5(e)	40	12(c)	12	no limit	10	$32/mo.		100%
Arkansas Merit System Council	(f)	4,664	3	G(b)	3	5	40	12(c)	12	90	11	$19/mo.		
Off. of Personnel Mgt.	★	15,000	...	...	...	5	40	12(c)	12	90	11	$19/mo.		
California Personnel Board	★	135,465	5	G(b)	10	5	40	10(c)	12	no limit	12	$85/mo.		100%
Colorado Dept. of Personnel	★	30,000	5	(g)	5	5(e)	40	12(c)	15	no limit	11.5	$29.12/mo.		$.88/mo.
Connecticut Personnel Div.	★	40,000	...	...	...	6	35	10(h)	15	no limit	12	(i)		72%
Delaware Off. of Personnel	★	9,800	5	G	3	5	37.5	15(c)	15	no limit	12	$11.46/mo.		(d)
Florida Career Service System	★	85,000	7	G(b)	4	5	40	13(c)	13	no limit	8	$16.86/mo.		(d)
Georgia Merit System	★	45,000	5	G(b)	5	5	40	15(c)	15	90	12	4.5%	(d)	.5%
Hawaii Dept. of Personnel Services	★	16,577	7	G(b)	4	5	40	21	21	no limit	13.5	53-79%		100%
Idaho Personnel Commission	★	8,700	5	G(b)	6	5	40	12(c)	12	no limit	9	$42.68/mo.		100%
Illinois Dept. of Personnel (j)	★	61,000	...	...	...	5	37.5	10(c)	12	no limit	13	100%		
Indiana Personnel Div.	★	29,338	4	G	4	5	40	12(c)	12	no limit	13	96%		...
Iowa Merit Employment Dept.	★	22,000	5	G(b)	6	5	40	10(c)	18	90	10	100%		100%(k)
Kansas Div. of Personnel Services	★	28,000	5	G(b)	4	5	40	12(c)	12	no limit	9	100%		...
Kentucky Personnel Board	★	46,356	5	G	4	5	37.5	12(c)	12(c)	no limit	10.5	$23.60/mo.		100%
Merit System Council	(l)	1,700	5	A	3	5	37.5	12(c)	12(c)	120	10.5	$20.94/mo.		100%
Louisiana Dept. of Civil Service	★	63,000	7	G(m)	6	5	40	12(c)	12	no limit	8	50%		
Maine Dept. of Personnel	★	12,765	5	G(b)	4	5	40	12(c)	12	90	10	100%		(d)
Maryland Dept. of Personnel	★	53,453	1	G(b)	(n)	5	35.5	10(c)	15	no limit	14	90%		...
Massachusetts Div. of Personnel Admin.	★	73,557	5	G	5	5	37.5	10(c)	15	no limit	13	90%		
Michigan Dept. of Civil Service	★	70,000	4	G	8	5	40	15(c)	13	no limit	10	90%		75%
Minnesota Personnel Dept.	★	31,663	7	G(b)	4	5	40	9.75(c)	13	112.5	10	100%		
Merit System	(o)	3,115	3	G(b)	3	5	35-40	12	12	100	9	100%		
Mississippi Classification Comm.	★	15,728	8	(p)	4	5	40	6(c)	15	120	10	100%		50%
Merit Council	(f)	13,372	7	A	5	4	40	6(c)	15	120	10	100%		50%
Missouri Personnel Div.	(f)	27,166	3	G(b)	6	5	40	15(c)	15	no limit	11	$12/mo.		
Montana Joint Merit System	(f)	2,230	3	G	6	5	40	15(c)	12	no limit	10	$50/mo.		...
Personnel Div.	★	14,000	...	...	...	5	40	15(c)	12	no limit	10	$50/mo.		...
Nebraska Joint Merit System	(f)	3,000	3	A	3	5	40	12(c)	12	180	11	100%		
Personnel Dept.	★	12,000	5	G	5	5	40	12(c)	12	180	11	100%		
Nevada Personnel Div.	★	9,000	5	G	4	5	40	15(c)	15	no limit	9	100%		

New Hampshire Dept. of Personnel	★	8,640	3	GC	3	5	37.5	15	15	90	10	100%		41%
New Jersey Dept. of Civil Service	★	209,419	5	G(b)	5	5	35	12(c)	15	no limit	12	100%		
New Mexico Personnel Office	★	13,000	5	G	5	5	40	15	12	no limit	11	50%		
New York Dept. of Civil Service	★	195,000	3	G(b)	6	5	37.5	13(c)	13	180-190	11	100%		(d)
North Carolina Off. of State Personnel	★	69,000	7	G(b)	6	5	40	10(c)	10	no limit	9-11	100%		...
North Dakota Central Personnel Div.	★	10,500	5	(q)	6	5	40	12(c)	12	no limit	9	(r)		(d)
Ohio Div. of State Personnel	★	82,000	3	G(b)	6	5	40	10(c)	14.9	no limit	10	70%		100%
Oklahoma Personnel Board	★	26,000	7	G	7	5	40	15(c)	15	45	10	100%		
Oregon Personnel Div.	★	38,000	...	...	...	5	40	12(c)	12	no limit	10	$63/mo.	(d)	...
Public Employment Relations Bd.	...	...	3	G	3	...	...	...	...	...	...	...	...	...
Pennsylvania Civil Service System	(f)	74,000	3	G(b)	6	5	37.5(s)	10(c)	15	200	13	100%		
Gov's. Office, Bureau of Personnel	★	113,394	...	...	...	5	37.5(s)	10(c)	15	200	13	100%		
Rhode Island Div. of Personnel	★	20,772	...	...	...	5	35	15(c)	15	120	9	(d)		partial
South Carolina Personnel Div.	★	56,709	5	(t)	4	5	37.5	15(c)	15	90	12	100%		
South Dakota Bureau of Personnel	★	8,000	5	G(b)	5	5	40	15(c)	14	no limit	9	100%		(d)
Tennessee Dept. of Personnel	★	38,000	3	G	6	5	40	12(c)	12	no limit	10-12	60%		
Texas Merit System Council	(f)	25,215	3	A	6	5	40	10.5(c)	12	no limit	15	$35/mo.		
Utah Personnel Office	★	12,000	5	G	4	5	40	12(c)	12	no limit	12	90%		37%
Vermont Personnel Dept.	★	6,500	3	G(b)	6	5	40	12(c)	12	no limit	12	(u)		75%
Virignia Merit System Council	(f)	7,200	3	A	6	5	40	12(c)	15	no limit	11	(d)		
Div. of Personnel	★	69,800	...	...	...	5	40	12(c)	15	no limit	11	100%		24%
Washington Dept. of Personnel	★	32,500	3	G(b)	6	5	40	12(c)	12	...	11	$34.25/mo.		75%
West Virginia Civil Service System	(f)	15,000	3	G(b)	6	5	37.5	15(c)	18	no limit	12	(v)		
Wisconsin Div. of Personnel	★	35,000	5	G(b)	5	5	40	10(c)	13	no limit	10.5	90%		75%
Wyoming Personnel Div.	★	5,000	...	...	...	5	40	12(c)	12	no limit	10	$25/mo.		$5/mo.
Career Service	(f)	1,191	3	G	3	5	40	12(c)	12	no limit	10	$25/mo.		$5/mo.
Dist. of Col. Personnel Office	★	38,615	...	...	...	5	40	13(c)	13	no limit	10	$22.78/mo.(w)		33-1/3%
Guam Dept. of Administration	★	3,397	7	G(b)	3	5	40	13(c)	13	no limit	13	$13.76/mo.		$.67/mo.
Puerto Rico Off. for Personnel Admin.	★	206,901	3	G(b)	8	5	37.5	30	18	90	18	$25/mo.,	(d)	...
Virgin Islands Personnel Office	★	9,000	5	G	3	5	40	15(c)	13	no limit	22	75%		

---

*Excluding school employees, firefighters and police.

Abbreviations: G—Governor, A—Agencies, GC—Governor and Cabinet.

(a) The pattern of personnel agency coverage varies widely from state to state. Where coverage is shown as "General" (★), most employees in state agencies are covered by the program. Seldom, however, is coverage complete.

(b) With confirmation of legislature.

(c) Additional days after a specified number of years; in Kentucky, one-time bonus of 10 days after 10 years.

(d) The state has group insurance but the employee pays the premium.

(e) Some agencies work 4 10-hour days.

(f) The program covers employees engaged in activities aided by the grant-in-aid programs administered by the U.S. Dept. of Health, Education, and Welfare.

(g) Governor appoints 3 members with legislative confirmation; employees elect 2.

(h) Those hired after July 1977 get additional days after a specified number of years. Those hired before July 1977 get 15 days.

(i) 100% for employees; 50% for dependents.

(j) The offices of secretary of state (3,802 employees) and comptroller (370 employees) are covered by their own merit codes.

(k) For a $10,000 policy. Employee may purchase an additional $10,000.

(l) Program covers only local government employees administering grant-in-aid programs dealing with health.

(m) 6 appointed by governor, 1 elected by employees.

(n) Serves at pleasure of governor.

(o) Program covers only local government employees administering grant-in-aid programs dealing with health, welfare, and civil defense.

(p) Governor appoints 4, legislature appoints 4.

(q) Governor, Board of Higher Education, and elected officials each appoint 1; employees elect 2.

(r) Full family medical paid by state for $300 deductible; $13.20/mo. for $50 deductible is paid by employee.

(s) Approximately 25% of all employees have a 40-hour work schedule.

(t) Three elected, constitutional; 2 legislative appointees.

(u) 75% for employees; 50% plus $1.38 for 1 dependent and 50% plus $1.75 for 2 or more dependents.

(v) State pays 70% first year, 100% thereafter.

(w) Single coverage. Family coverage is $55.04/mo. This applies to most popular of the several plans that are available.

STATE GOVERNMENT EMPLOYEES: FRINGE BENEFITS*

	Retirement plans					Longevity pay plans†		Education		
	No. of years before eligible									
State or other jurisdiction	Full-time employees	Part-time employees	No. of years after which interest is vested in employee	Percent of state contribution	Percent of employee contribution	Full-time employees	Part-time employees	Paid leave during working hours	Maximum hours	Percent of maximum tuition paid by state
Alabama	0	0	15	10.33	5	...	...	★	Varies	Varies
Alaska	0	0	5	12.24	4.25	★1	...	...	...	100
Arizona	0(a)	0(a)	5	7	7	...	...	Varies	40	Varies
Arkansas	1	...	10	6.8	0	...	...	...	...	...
California	0	0(b)	5	Varies	Varies	...	...	★	(c)	0
Colorado	0(a)	0(a)	...	10.64	7.75	★2	★2	Varies	Varies	(d)
Connecticut	0(a)	0(a)	10	Varies	Varies	★3	★3	★	Varies	(e)
Delaware	1	1	10	0	...	...	...	★	(f)	(g)
Florida	0	...	10	100	...	...	...	...	...	(h)
Georgia	0	...	10	8	Varies	★4	★4	...	...	...
Hawaii	0	0(b)	5	15.6	7.8	★5	★5	...	...	...
Idaho	0	0(b)	5	8.5	4.5	★6	★6	★	(i)	(i)
Illinois (j)	0	0	8	7.76	Varies	...	...	★	(k)	80
Indiana	0	...	15	97	3	...	...	★	Varies	Varies
Iowa	0	0	4	5.75	3.7	...	...	★	Varies	Varies
Kansas	1	1(b)	10	6.2	4	★7	★7	...	...	...
Kentucky	0	0(b)	(l)	7.25	4	...	...	★	(m)	100
Louisiana	0	0	...	9	7	...	...	★	(n)	Varies
Maine	0(a)	0(a)	10	14.63	6.5	...	...	★	Varies	Varies
Maryland	0	0(b)	5	6.3	5	...	...	★	7.1	100(o)
Massachusetts	½	½	10	(p)	(p)	...	...	★	Varies	0
Michigan	0	0	10	16.99	...	★8	★8	★	Varies	Varies
Minnesota	0	0	10	6	4	...	...	★	100	75
Mississippi	0	0	10	8	5.5	...	...	...	...	...
Missouri	0	...	10	100	0	...	...	...	...	...
Montana	0	0	...	6.2	6	★9	★9	★	Varies	Varies
Nebraska	2(q)	...	...	(q)	(q)	...	...	...	...	50
Nevada	0	0	10	8	8	★10	★10	★	Varies	Varies
New Hampshire	½	(b)	10	3	(r)	★11	★11	★	Varies	Varies
New Jersey	0	0	10	7.4	Varies	...	...	★	3½	100
New Mexico	0	...	5	6.115	6.115	...	...	★	8	0
New York	0	0	10	Varies	Varies	...	...	★	Varies	Varies
North Carolina	1/12	...	5	9.12	6	★12	...	★	(s)	(s)
North Dakota	0	0	10	5.12	4	...	...	★	Varies	30
Ohio	5	5	5	13.7	8.5	★13	★13	★	Varies	Varies
Oklahoma	0	0	10	100	0	★14	★14	★	(t)	(t)
Oregon	½	½	5	6	6	...	...	...	...	...
Pennsylvania	0	(u)	0	13.75	5	...	...	★	(v)	100
Rhode Island	0	0	10	62.5	37.5	★15	★15	...	...	...
South Carolina	0	0	5	7.1	(w)	★16	★16	...	Varies	Varies
South Dakota	0	0	5	5	5	...	...	...	...	...
Tennessee	0	...	10	7.65	(x)	★17	★17	★	8	100
Texas	0	0	10	8	6	★18	★18	Varies	Varies	Varies
Utah	0	...	4	13.95	3.95	...	...	...	...	50
Vermont	0	0	10	10.6	5	...	...	★	Varies	Varies
Virginia	0	...	5	3.31	5	...	...	★	3	100
Washington	0	...	5	7.1	6	...	...	★	4	100
West Virginia	0	(b)	10	9.5	4.5	...	...	...	...	...
Wisconsin	0	0	0	11	1	...	...	...	Varies	75
Wyoming	0(y)	0(y)	4	5.57	5.57	★19	★19	★	Varies	Varies
Dist. of Col.	0	Varies	...	7	7	...	...	★	120	100
Guam	0	0	3	10.104	6.5	★20	★20	★	8	Varies
Puerto Rico	0	0	...	Varies	Varies	...	...	★	8	Varies
Virgin Islands	1	...	10	11	6	★21	★21	★	8	80

---

*Excluding school employees, firefighters, and police.

† Longevity pay plan footnotes.

1. Paid after employee has remained in final step within given salary range for 2 years, provided that the employee has worked continuously for the state for 7 years, and provided that his current annual performance rating is "good" or higher; the amount awarded is approximately 3.75% for each of four additional increments.

2. Permanent full- and part-time employees are eligible for longevity pay after 10 years in one grade; employee must spend 5 years in top step (step 6) then move to step 7 (longevity step) for longevity pay which is 5% above step 6.

3. Permanent full-time employees are eligible after 10 years of service. Permanent part-time employees are eligible after the equivalent of 10 years of full-time service. Semi-annual lump sum payments based on annual increment: 10-14 years—25% A.I.; 15-19 years—50% A.I.; 20-24 years—75% A.I.; 25 or more years—100% A.I.

4. Permanent full- and part-time employees are eligible after ears continuous service and 2 years at step 7.

5. The white-collar salary schedule consists of 5 annual increments and 4 triennial longevity steps which are provided to employees for satisfactory performance ratings. The blue-collar wage board schedule consists of 4 annual increment steps which are provided to employees for

STATE GOVERNMENT EMPLOYEES: FRINGE BENEFITS
Footnotes—Concluded

satisfactory performance ratings. However, increment/longevity steps of both schedules are not implemented during the years in which a negotiated pay increase is granted to employees.

6. Permanent full-time employees are eligible after 5 years; permanent part-time (½ time or more) employees are eligible after 6 months service; 2½% of base pay after 5 years; 5% after 10 years; 7½% after 15 years; 10% after 20 years.

7. Permanent full- and part-time employees are eligible after 5, 10, 15, and 20 continuous years. The employee must have been at the top step of the salary range for a year or more, have a good or better evaluation rating, and be recommended for a longevity increase by the appointing authority of the agency.

8. Permanent full- and part-time employees are eligible after 6 years continuous service.

9. Permanent full- and part-time employees are eligible after 1 year of service. Each year, employee automatically receives 2% of salary or one additional step. Each five years employee automatically receives 1% of salary.

10. Permanent full-time employees are eligible after 8 years; permanent part-time employees are eligible after the equivalent of 8 years full-time service, standard or better performance ratings; $150 per year for 8 years increasing by $50 increments yearly to maximum of $750 for 20 years service.

11. Permanent full-time employees are eligible after 10 years; permanent part-time employees are eligible after the equivalent of 10 years full-time service; after 10 years, $200 flat rate and $200 added each 5-year anniversary.

12. Permanent full-time employees are eligible after 10 years: 10-14 years—1.5% of base salary; 15-19 years—2.25% of base salary; 20-24 years—3.25% of base salary; 25 or more years—4.5% of base salary.

13. Permanent full- and part-time employees are eligible after 5 years service; pay awarded is ½% base rate of step 1 of pay range assigned (up to 10%).

14. Longevity pay plan available for certain groups only, such as the Oklahoma Highway Patrol.

15. Permanent full- and part-time employees are eligible after 7 years service; pay awarded is: 7 years—5%, 11 years—10%, 15 years—15%, 20 years—17.5%, 25 years—20%.

16. Permanent full-time employees are eligible; length of service varies. If employee has received no increases in 24 months and is at maximum of grade and has received only the across-the-board general increases, then pay awarded is 3.5% of salary.

17. Permanent full-time employees are eligible after 3 years of service; pay awarded is $30 times the number of years of service, up to 15 years.

18. Permanent full- and part-time employees are eligible after 5 years of service.

19. Permanent full- and part-time employees are eligible after 5 years of continuous service; pay awarded is $30 per month for each 5 years of service; years of credit given for noncontinuous state employment when employee has completed 24 months of continuous service since most recent entry.

20. Permanent full-time employees are eligible after 1 year of service; upon annual certification of satisfactory service, pay awarded is 1 step of pay range.

21. Permanent full-time employees are eligible after 1 year of service; pay awarded is approximately 5% of salary.

(a) Required to participate.

(b) To be eligible, employee must be half time or more; in Hawaii, employee must work 20 hours a week or more; in Idaho, employee must be employed at least 5 months per year and be half time or more; in Kansas, employee must work more than 1000 hours per year; in Kentucky, employee must work 100 hours a month or more.

(c) Employee is credited at the rate of 1.25 days for each month worked; after the completion of 12 months continuous service, employee qualifies for 15 days.

(d) Statute providing for tuition assistance has not been funded by legislature.

(e) 50% of the state university charge for up to 9 credits per fiscal year for most employees; 100% for managers.

(f) Leave of absence with pay.

(g) $180 per semester reimbursable after satisfactory completion; must sign agreement of 6 months service after completion.

(h) 6 hours free course work per term at any state university on a space available basis.

(i) Appropriate travel time and duration of course; 100% paid tuition if attendance during working hours is approved.

(j) The offices of secretary of state (3,802 employees) and comptroller (370 employees) are covered by their own merit codes.

(k) Based on course credit hours.

(l) Early retirement, age 55—5 years; normal retirement, age 65—1 month.

(m) Educational leave with pay may be granted for a period not to exceed 24 months. Agency in-service training may be granted (without requesting leave) for a period not to exceed 30 days.

(n) Up to 240 hours per year.

(o) Up to $600 maximum per calendar year, except up to $300 maximum for clerical and paraprofessional training.

(p) State contribution funded via annual appropriation; employee contribution 5% if hired prior to 1/1/75 and 7% if hired after 1/1/75.

(q) Permanent full-time employees are eligible after 2 years service plus 30 years of age. State contribution is 3.12% on first $4,800, 6.24% on excess over $4,800. Employee contribution is 3% on first $4,800, 6% on excess over $4,800.

(r) Employee contributes 4.6% and 9.2% after maximum of Social Security has been reached.

(s) Employee is allowed up to 5 semester hours during working hours; $80 per course or a maximum of $320 per year per employee tuition paid by state.

(t) Education benefits are only offered by the Department of Institutions, Social, and Rehabilitative Services.

(u) Part-time salaried employees are eligible immediately; part-time wage employees are eligible if they work a minimum of 100 days per calendar year.

(v) 20 days a calendar year.

(w) Employee contributes 4% of the first $4,800, then 6% of the excess salary.

(x) Employee contributes 5% to Social Security wage base; 5.5% above Social Security wage base.

(y) Permanent full- and part-time employees are eligible for retirement benefits at the age of 50 and after 4 years continuous service.

STATE EMPLOYEE LABOR RELATIONS: CHARACTERISTICS AND SCOPE*

(Excluding school employees, firefighters and police)

State or other jurisdiction	Legislation enacted	Coverage (a)	Administrative body	Bargaining rights conferred	Impasse resolution provisions (mandatory or permissive)			Scope of bargaining (b)	Strike policy
					Mediation	Fact-finding	Arbitration		
Alabama	...	...	...	...	...	...	...	...	Prohibited (c)
Alaska	★	★	State Personnel Board	★	★	...	★	★	Prohibition varies by class of employee
Arizona	...	...	...	...	...	...	...	...	...
Arkansas	...	...	...	(d)	...	...	...	...	Prohibited (e)
California	★†	★	Public Employment Relations Board	★	★	...	...	★	Prohibited (f)
Colorado	...	...	...	...	...	...	...	...	...
Connecticut	★	★	State Board of Labor Relations	★	★	★	...	★	Prohibited
Delaware	★	★	State Department of Labor	★	★	...	★(g)	★	Prohibited
Florida	★	★	Public Employees Relations Commission	★	★	★	(h)	★	Prohibited; penalties
Georgia	...	...	...	...	...	...	...	...	Prohibited (f); penalties
Hawaii	★	★	Public Employment Relations Board	★	★	★	★	★(i)	Limited right to strike for all employees; unlawful public health and safety endangered; enjoinable.
Idaho	...	...	...	...	...	...	...	...	...
Illinois	...	★(j)	Office of Collective Bargaining	★(j)	(k)	...	...	★(i)	...
Indiana	...	...	...	...	...	...	...	...	Prohibited
Iowa	★	★	Public Employment Relations Board	★	★	★	★	★	Prohibited; enjoinable; penalties
Kansas	★	★	Public Employees Relations Board	★	★	★	★	★	Prohibited
Kentucky	...	...	...	...	...	...	...	...	Prohibited (l); penalties
Louisiana	...	...	...	...	...	...	...	...	...
Maine	★	★	Maine Labor Relations Board	★	★	★	★(m)	★	Prohibited; enjoinable
Maryland	...	...	...	...	...	...	...	...	...
Massachusetts	★	★	Labor Relations Commission	★	★	★	★	★	Prohibited; employee subject to discipline and discharge
Michigan	★	•(n)	Civil Service Commission	(n)	★	★	...	★	Prohibited
Minnesota	★	★	Public Employment Relations Board	★	★	...	★	★(o)	Prohibited except limited right for nonessential employees or where employer refuses to comply with arbitration
Mississippi	...	...	...	...	...	...	...	...	...
Missouri	★†	★	State Board of Mediation	★	...	...	...	★	Prohibited

Montana	★	•(p)	Board of Personnel Appeals	★	★	★	★	★	Permitted for all employees after exhaustion of mediation; enjoinable if public health, safety, or welfare is threatened
Nebraska	★	★	Commission on Industrial Relations	★	★	★	...	★	Prohibited; penalties
Nevada	...	...	...	...	...	...	...	...	Prohibited; enjoinable; penalties
New Hampshire	★	★	Public Employee Labor Relations Board	★	★	★	...	★	Prohibited; enjoinable
New Jersey	★	★	Public Employment Relations Commission	★	★	...	★	★	Prohibited (e)
New Mexico	...	•(q)	State Personnel Board	(q)	...	...	...	...	Prohibited (q)
New York	★	★	Public Employment Relations Board	★	★	★	(h)	★(o)	Prohibited; penalties
North Carolina	...	...	...	...	...	...	...	...	...
North Dakota	...	★	...	★(c)	...	...	...	...	Prohibited (e)
Ohio	...	...	...	...	...	...	...	...	Prohibited (f); penalties
Oklahoma	...	...	...	...	...	...	...	...	Prohibited (c)
Oregon	★	★	Employment Relations Board	★	★	★	★	★	Permitted for some employees after exhaustion of fact-finding; enjoinable if public health, safety, or welfare is threatened
Pennsylvania	★	★	Governor's Office, Bureau of Labor Relations	★	★	★	★	★	Limited right after impasse procedures exhausted unless public health, safety, or welfare threatened
Rhode Island	★	★	State Labor Relations Board	★	★	★	★	★	Prohibited
South Carolina	...	...	...	...	...	...	...	...	Prohibited (c)
South Dakota	★	•	Department of Labor	★	★	★	...	★	Prohibited; enjoinable; penalties
Tennessee	...	...	...	...	...	...	...	...	Prohibited (e)
Texas	...	...	...	...	...	...	...	...	Prohibited (f)
Utah	...	...	...	...	...	...	...	...	Prohibited (c); terminates employment
Vermont	★	★	State Labor Relations Board	★	★	★	...	★	Prohibited
Virginia	...	...	...	...	...	...	...	...	Prohibited; terminates employment
Washington	★(j)	★	Public Employment Relations Commission	★	★	...	★	(r)	Prohibited (s)
West Virginia	...	...	...	...	...	...	...	...	Prohibited (e)
Wisconsin	★	★	Employment Relations Commission	★	★	★	★	★	Prohibited; enjoinable; penalties
Wyoming	...	...	...	...	...	...	...	...	...
Dist. of Col.	★	★	Board of Labor Relations	★	...	★	★	★	Prohibited

---

*Sources: *Public Personnel Administration: Labor-Management Relations*, vols. 1 and 2 (Englewood Cliffs, N.J.: Prentice-Hall, Inc., loose-leaf updated biweekly) in addition to Council of State Governments' survey.

†—Meet and confer law.

(a) In this column only: ★—All state employees; normal exemptions usually include elected and appointed officials, agency heads, and designated managerial or confidential employees. •—Limited state employee coverage.

(b) Wages, hours, and terms and conditions of employment.

(c) Opinion of attorney general.

(d) Public employees may join unions and bargain collectively (attorney general's opinion); however, employers not required to bargain (state supreme court decision).

(e) State supreme court decision.

(f) By case law.

(g) Except for issues of wages and salaries.

(h) Legislature may make final determination if issue remains unresolved.

(i) Health insurance and retirement benefits are excluded from negotiations. For Hawaii, classification is also excluded.

(j) Executive order.

(k) Impasse provisions are provided by the rules and regulations of the director of personnel.

(l) Memorandum, Department of Personnel.

(m) Binding on all issues except salaries, pensions, and insurance.

(n) The Michigan Department of Civil Service has issued regulations requiring meet and confer for state classified service employees.

(o) Except retirement benefits.

(p) Except nurses.

(q) The State Personnel Board has issued regulations for the conduct of employee-management relations with classified state employees. Management determines the degree of collective bargaining or consultation, if any.

(r) Personnel matters over which employer may lawfully exercise discretion.

(s) Rules and regulations of State Personnel Board.

STATE EMPLOYEE LABOR RELATIONS: PUBLIC UNIONS

State or other jurisdiction	Number of unions representing state employees	Union affiliation		Number of bargaining units	Number of full-time equivalent employees in unions	Union security: at least one of the unions has the following (c):
		Affiliated with AFSCME (a)	Other (b)			
Alabama	...	...	...	...	...	...
Alaska	7	...	★	8	9,779	Closed shop
Arizona	...	...	...	...	...	...
Arkansas	3	★	★	0	unknown	...
California	(d)	★	★	20	130,000(e)	(d)
Colorado	...	...	...	...	...	...
Connecticut	9	...	★	24	38,000	Agency shop
Delaware	7	★	★	28	4,473	Union shop
Florida	2	★	★	4	12,220(e)	...
Georgia	...	...	...	...	...	...
Hawaii	2	★	...	7	17,000(e)	Agency shop
Idaho	...	...	...	...	...	...
Illinois	7	★	★	15	20,000	...
Indiana	...	...	...	...	...	...
Iowa	2	★	★	18	unknown	...
Kansas	13	★	★	28	9,000(e)	...
Kentucky	...	...	...	...	...	...
Louisiana	4(f)	★	★	44	8,125	...
Maine	4	★	★	9	11,200	...
Maryland	2	★	★	0	32,000(e)	...
Massachusetts	6	★	...	9	48,540	...
Michigan	7	★	★	4	31,000	...
Minnesota	20	★	★	115	25,000	...
Mississippi	...	...	...	...	...	...
Missouri	3	★	★	8	7,000(e)	...
Montana	19	★	★	70(e)	6,100(e)	Agency shop
Nebraska	4	★	★	9	1,900	...
Nevada	1	...	★	0	4,300(e)	...
New Hampshire	1	★	★	23	4,900	...
New Jersey	8	★	★	8	31,400	...
New Mexico	3	★	★	7	3,000(e)	...
New York	4	...	★	7	178,800	Agency shop
North Carolina	...	...	...	...	...	...
North Dakota	2	★	...	5	500	...
Ohio	12	★	★	0	20,285	...
Oklahoma	...	...	...	...	...	...
Oregon	14	...	★	50(e)	20,000(e)	...
Pennsylvania	14	★	★	27	71,298	...
Rhode Island	17	★	★	20	14,000	...
South Carolina	...	...	...	...	...	...
South Dakota	1	★	...	2	800	...
Tennessee	1(g)	...	...	...	1,250(e)	...
Texas	...	...	...	...	...	...
Utah	...	...	...	...	...	...
Vermont	1	...	★	4	3,800	...
Virginia	...	...	...	...	...	...
Washington	8	...	★	54	22,930	...
West Virginia	...	...	...	...	...	...
Wisconsin	7	★	★	12	26,717	...
Wyoming	...	...	...	...	...	...
Dist. of Col.	12	★	★	75	31,150	...
Guam	2	...	★	15	2,544	...
Puerto Rico	64	...	★	153	33,835	Union shop/Closed shop (h)
Virgin Islands	7	...	★	23	60%(e)	...

(a) American Federation of State, County, and Municipal Employees (AFSCME) is an affiliate of the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO).

(b) A star in this column indicates the state has one or more unions which are not affiliated with AFSCME. These may or may not be affiliated with the AFL-CIO.

(c) In a closed shop, the union supplies all candidates for employment. In a union shop, all employees hired must, after a period of time, join the union. In an agency shop, all employees must allow the check-off from their salaries for union dues whether they join the union or not.

(d) The unions are petitioning the Labor Relations Board for the number of unions to be allowed. A ruling is also forthcoming on whether or not these will be closed shops.

(e) Approximately.

(f) Louisiana does not have public employee collective bargaining legislation, but it is lawful for public employees to engage in collective bargaining with their employers by an attorney general's opinion.

(g) Tennessee has a public employee group which has been recognized under a memorandum of agreement in the past, but this recognition is currently being contested in the state courts.

(h) Most of the unions are union shops; three are closed shops.

FINANCES OF STATE-ADMINISTERED PUBLIC EMPLOYEE RETIREMENT SYSTEMS*

ONE OF THE MORE SIGNIFICANT aspects concerning the fiscal condition of state governments is the operation of state-administered public employee retirement systems. From 1968-69 through 1977-78, government contributions to these retirement systems increased about 200 percent, totaling almost $10 billion in 1977-78. These systems made payments to beneficiaries of $6.8 billion in 1977-78, an increase of about 275 percent over the past 10 years.

The 1977 census of governments counted a total of 3,075 public employee retirement systems administered by state and local governments, of which 197 were state-administered. Only those retirement systems which are sponsored by a recognized unit of government and whose membership is comprised primarily of public employees compensated with public funds are covered by the Census Bureau count. There must be an identifiable employee retirement fund financed in whole or in part with public contributions. Excluded from this count are those public employee pension plans in which direct payments to retired or disabled individuals are made by appropriation of general funds or payments are made to a private trustee or insurance carrier which administers the investments and benefit payments.[1]

Coverage

While there were only 197 (out of a total of 3,075) state-administered employee retirement systems in 1977, they accounted for significant percentages of the total membership and assets of all state and local government employee retirement systems—85.9 percent of membership and 76.9 percent of assets. The state-administered systems tend to be broader in scope than locally administered systems and frequently encompass local employees, or combinations of state and local employees, in addition to state employees only.

In terms of coverage of full-time public employees, state-administered systems are far more significant than the employee pension plans purchased through private insurers, as indicated by the 1977 census of public employment (see Table A on the following page). Of all full-time state and local government employees, 3.2 percent were specifically identified as having coverage under a privately administered pension plan, compared to 76.4 percent who were covered by some sort of publicly administered system.

There is great diversity in classes of state-administered retirement systems, as depicted in Table 1. General coverage systems are those open to all employees, with no (or very specific) exceptions. Limited coverage systems are restricted to a single occupational area or to a few closely related occupations, such as police and fire fighters.

Of the 198 state-administered systems in existence as of fiscal 1978, the 62 general

---

*By Maurice Criz and David Kellerman, Senior Advisor and Statistician, respectively, Governments Division, U.S. Bureau of the Census. Data is from the Bureau of the Census report, *Finances of Employee Retirement Systems of State and Local Governments in 1977-78*, and reports from prior years.

coverage systems accounted for 62.4 percent of all members. In terms of membership, systems combining state employees with local nonschool employees were the single largest class, with about 2.5 million members. The single largest class of limited coverage systems was for teachers only, with 1.9 million members.

Many public employee retirement systems have made available to their members additional coverage under the federal Old Age, Survivors, Disability and Health Insurance (OASDHI) program.

As indicated in Table A, about 61 percent of all state and local government full-time employees were covered under the OASDHI program (as of October 1977). About 5 percent of these were under OASDHI as their sole coverage, while about 56 percent were covered by OASDHI in conjunction with some other retirement coverage.

Table A

COVERAGE OF FULL-TIME PUBLIC EMPLOYEES BY CONTRIBUTORY SYSTEMS FOR RETIREMENT PROTECTION, STATE AND LOCAL GOVERNMENTS, OCTOBER 1977

Item	*Number (in thousands)*	*Percent*
Full-time employees, total	9,861	100.0
Employees with coverage	8,337	84.5
Federal Social Security (OASDHI)	5,994	60.8
As sole coverage	489	5.0
With other coverage	5,505	55.8
State or locally administered system	7,529	76.4
As sole coverage	2,286	23.2
Commercial annuity plan	319	3.2
As sole coverage	57	0.6
Employees without coverage	219	2.2
Not reported	1,305	13.2

Combined coverage of state-administered retirement systems and OASDHI has experienced mixed trends. According to data from the quinquennial censuses of governments since 1957, the percentage of state-administered systems in which all members are covered by OASDHI has dropped steadily from the peak year of 1962. The percentage of the total membership covered by these systems peaked at 40.7 in 1972 and dropped substantially to 29.8 in 1977. State-administered systems which offer no coverage under OASDHI have increased steadily, but membership of such systems as a percentage of the total has remained stable since 1972. Percentages are shown in Table B.

Table B

COVERAGE OF MEMBERS OF STATE-ADMINISTERED PUBLIC EMPLOYEE RETIREMENT SYSTEMS BY FEDERAL OASDHI

	Percentage of systems					*Percentage of membership*				
Type of system	*1977*	*1972*	*1967*	*1962*	*1957*	*1977*	*1972*	*1967*	*1962*	*1957*
All systems	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
All members also covered by OASDHI	33.0	39.8	40.4	41.8	27.9	29.8	40.7	28.8	33.5	27.3
Some members covered by OASDHI	17.3	14.2	20.2	24.1	21.1	32.6	22.2	40.7	46.9	29.9
No members covered by OASDHI	49.8	46.0	39.3	34.1	51.0	37.6	37.3	30.5	19.6	42.9

Benefit Operations

In the debate about pension system operations, attention has been focused on the increasing number of beneficiaries receiving periodic payments. Here again, state-administered retirement systems are subject to the same pressures that affect all public and private pension systems, such as the increase in the proportion of the population over age 65 and the pressure of union demands for increased benefit packages.

Indicative of the general trend is the ratio of the number of beneficiaries receiving benefit payments to total membership of state-administered systems. Expressed as a percentage, this figure was 18.3 percent for the last month of fiscal 1977-78, 17.7 percent in 1976-77, 13.9 percent in 1971-72, 11.7 percent in 1966-67, and 10.5 percent in 1962.

Such an increase in the ratio of beneficiaries to total membership is likely to continue, as the general population of the nation "ages." Also, total membership in systems is limited by state and local government employment levels, which have not grown as rapidly in recent years. Full-time equivalent employment of state and local governments has grown by 14.7 percent since 1972, in contrast to growth rates of 23.9 percent between 1967 and 1972, and 25.1 percent between 1962 and 1967. Membership in both state- and locally administered retirement systems has not approached 100 percent of full-time employment.

Table 3 details the three classes of beneficiaries used in Census statistics. Persons retired on account of age or length of service accounted for about 83 percent of all beneficiaries, while persons retired due to disability accounted for 6 percent.

Almost all retirement systems have provisions for disability retirement payments. Interestingly, the number of beneficiaries retired due to disability (as a percentage of all beneficiaries) has generally decreased since 1962, at least for public employee retirement systems. This trend can be observed for all state- and locally administered systems, as well as for state-administered systems alone. Only in the most recent Census results did the percentage of disability retirees show a slight increase, rising from 6.3 percent to 7 percent between 1972 and 1977 for all systems, and from 5.2 percent to 5.8 percent for state-administered systems.

Average monthly payments to beneficiaries vary considerably among the different coverage classes (see Table 1). Reasons for the existence of such variations include the difference in salary levels among occupation groups, length of service requirements, regional economic conditions, and the degree of organization and influence of employee groups. The average monthly benefit payment for all systems was $311 during the last month of fiscal 1977-78. The monthly payment for the different coverage classes ranged from $150 for three limited coverage systems for nonteaching school employees to $1,186 for 27 limited coverage systems for judicial employees. The limited coverage systems generally provide larger average benefit payments than the general coverage systems, although there are exceptions.

State-administered retirement systems, along with local government systems, can be affected somewhat uniquely by pressure for increased pension benefits. Because of the direct and visible impact that employee salary and benefit demands can have on taxes or budget surplus/deficit situations, there may be a tendency to meet increased retirement benefits in lieu of increased salary levels. Retirement benefits can be financed over a longer time period than can salary increases, minimizing either the pressures to achieve a balanced budget or to increase taxes. In some instances, the financing of increased benefit levels is put off entirely, with the intention of making up for this underfunding in future fiscal years. Such actions are one of the primary causes of concern for fiscal soundness of public employee retirement systems that have prompted calls for reform and federal regulation.

Assets

The cash and security holdings of state-administered employee retirement systems increased significantly, by 16.3 percent, during 1977-78 and reached a total of $110.3 billion. The composition of these assets or holdings has shifted very little in recent years. There has been a slight increase in the holdings of federal securities and in corporate stocks, while the holdings of corporate bonds have decreased slightly relative to other assets. Nevertheless, corporate bonds continue to be the primary investment of state-administered systems.

Holdings of state and local government securities showed a significant drop from a peak reached in 1975-76. At that time, New York's state-administered retirement system had substantial short-term investments in municipal bonds, in response to the New York City fiscal problems.

As the level of assets of state-administered systems has increased rapidly, so has the revenue of these systems from such investments. Earnings on investments have reached all-time highs ($6.9 billion in 1977-78), and accounted for 32 percent of all retirement system receipts in 1977-78. This is a significant increase since 1971-72, when they amounted to 28.2 percent of all receipts, and 1966-67, when such earnings amounted to 23.8 percent of all receipts.

Finances

The operation of state-administered employee retirement systems is treated as part of the insurance trust sector of state government financial activity in Bureau of the Census reporting.[2] The insurance trust sector is comprised, in addition to employee retirement activity, of unemployment compensation, workmen's compensation, and selected miscellaneous state insurance programs.

Even though they represent rather small percentages of total state government revenue and expenditure, employee retirement revenue and expenditure have risen steadily over the years relative to the activity of other state government sectors. In 1960, employee retirement revenue and expenditure comprised 4.7 percent and 2.2 percent of total state government revenue and expenditure, respectively. The figures for 1966-67 were 5.5 percent and 2.7 percent; for 1971-72 they were 6.1 percent and 2.9 percent; and for 1976-77 they amounted to 7.1 percent and 3.6 percent.

It should be noted that Census reports on state finances distinguish between insurance trust "revenue" (and therefore employee retirement revenue) and "receipts" of insurance trust (and employee retirement) systems. In general, a government's contribution to a retirement system that it administers is not counted as state government "revenue" but is treated as a "receipt" in the presentation of data on state retirement systems. Hence, the employee retirement system receipts presented here do not correspond to Census data shown elsewhere for employee retirement revenue.

The percentage distribution of employee retirement receipts for selected years is shown in Table C. In general, receipts from earnings on investments have increased in relative terms, becoming a more significant source of income than employee contributions. Government contributions have remained the primary source of retirement system income.

Table C
PERCENTAGE DISTRIBUTION OF TOTAL RECEIPTS, SELECTED YEARS 1962 TO 1978

Item	*1977-78*	*1976-77*	*1975-76*	*1974-75*	*1971-72*	*1966-67*	*1962*
Employee contributions	21.5	21.9	23.5	25.0	28.4	32.1	35.0
Government contributions	46.5	46.1	46.5	46.4	43.3	44.1	44.3
Earnings on investments	32.1	32.0	30.0	28.6	28.2	23.8	20.7

Employee contributions accounted for 21.5 percent of total receipts in 1977-78, compared to 35 percent in 1962. This declining percentage of employee contributions is partly the result of a slowing in membership growth and of a conversion by some large retirement systems from contributory to noncontributory financing; that is, the employer becomes responsible for all basic contributions, with employees contributing only to supplement their basic benefits.

Not all of the government contributions are from the state governments themselves. Table 4 shows that $5.4 billion of the $10 billion in total government contributions was from the states, with $4.5 billion from local governments whose employees were members of state-administered systems.

Even though the state contributions are not treated as state government expenditure in Census reporting, they do constitute a use of the funds that were available for spending during the current fiscal year. Thus for 1977-78, $5.4 billion of current year state general revenue was not available to be spent but rather was "set aside" in the form of employee retirement system contributions. Such contributions of state governments to state-administered systems have represented between 2.4 percent and 3.1 percent of state general revenue during the 1970s and have represented an even larger percentage of state general revenue from own sources.

On the expenditure side of the state-administered retirement system financial picture, the ratio of benefit payments to total receipts has increased consistently since 1957 as follows: 1957, 23.7 percent; 1962, 25.9 percent; 1966-67, 27.5 percent; 1971-72, 29 percent; 1976-77, 31.4 percent; and 1977-78, 31.8 percent. This trend is partly the result of the total number of beneficiaries increasing at a greater rate than total system membership, as outlined earlier. Other factors include inflation, demands of employee groups for increased benefits, and rising salary levels (upon which most benefit payments are based).

The ratio of benefit payments to total cash and security holdings of state-administered systems has generally risen over the years, albeit slowly. In 1962, benefit payments were 4.5 percent of total assets. By 1971-72 they were 5.3 percent, with annual increases thereafter, reaching 6.4 percent of total assets in 1976-77. For 1977-78, benefit payments dropped to 6.2 percent of all assets.

Data Presentation

Data presented in Tables 1 through 4 reflects national and statewide totals only, with no individual state-administered systems shown.[3] In some cases, as indicated in the tables, data for certain systems was not available. For other systems, data was available in total, but with no breakdown into detailed categories. Because of these omissions, a certain degree of caution should be used in interpreting the data presented herein, especially when using data which reflects a high degree of detail.

For individual states (Tables 3 and 4), data includes diverse coverage of groups of employees represented by between one and 11 state-administered systems. Generalized comparisons among states are especially difficult to make, as employee coverage, the existence or absence of locally administered employee retirement systems, and extensive variations in the size of the governments themselves all contribute to differences in the size and nature of state-administered employee retirement systems.

Footnotes

1. Approximately 2,800 of these privately administered pension plans for public employees have been identified by the Pension Task Force of the House Committee on Education and Labor in its ongoing work in the pension area.

2. For further information on the various "sectors" of state government financial activity, see the section on "State Finances in 1978," page 275.

3. Data on major individual state systems (at least 500 members) can be found in the Bureau of the Census' annual report, *Finances of Employee Retirement Systems of State and Local Governments.*

Table 1

NUMBER, MEMBERSHIP, AND BENEFITS OF STATE-ADMINISTERED EMPLOYEE RETIREMENT SYSTEMS, BY SYSTEM CHARACTERISTICS: 1977-78*

		Membership last month of fiscal year		*Recurrent benefit operations, last month of fiscal year*			*Lump-sum survivors benefit payments during the month (1,000)*
Item	*Number of systems*	*Number*	*Covered by OASDHI (a)*	*Number of beneficiaries*	*Amount (in thousands) (a)*	*Average per beneficiary (a)*	
All systems	198	9,690,098	4,766,844	1,773,525	$552,150	$311	$13,143
General coverage	62	6,048,207	3,353,753	1,064,532	275,711	259	7,662
State employees only	12	819,729	436,565	168,510	49,747	295	2,419
State employees and all local employees	16	2,013,260	1,392,832	308,284	73,512	238	1,251
State employees and local nonschool employees	18	2,485,585	992,918	480,443	127,632	266	3,173
State employees and local school employees	2	266,409	240,034	37,410	11,676	312	379
State employees and teachers	1	30,116	N.A.	6,782	2,895	427	94
Local employees other than teachers	13	433,108	291,404	63,103	10,250	162	347
Limited coverage	136	3,641,891	1,413,091	708,993	276,439	390	5,482
Teachers only	25	1,915,103	706,891	389,334	172,128	442	1,922
All school employees	15	1,298,227	676,416	241,178	81,405	338	3,279
School employees, nonteaching	3	232,362	5,760	32,291	4,838	150	22
Peace officers	31	65,503	10,805	12,674	4,403	347	84
Firefighters	8	41,156	57	4,043	619	153	6
Peace officers and firefighters	6	64,811	616	23,495	9,558	407	156
Judicial employees	27	4,909	2,102	2,102	2,493	1,186	......
State legislators	7	1,452	307	696	343	493	......
Other	14	18,368	10,137	3,180	653	205	13

*Source: Compiled from unpublished data received in the U.S. Bureau of the Census' annual survey on finances of public employee retirement systems.

N.A.—Not available.
.... Represents zero or rounds to zero.
(a) Data not available for all systems.

Table 2

NATIONAL SUMMARY OF FINANCES OF STATE-ADMINISTERED EMPLOYEE RETIREMENT SYSTEMS, SELECTED YEARS: 1962-1978*

	Amount (millions of dollars)							*Percentage Distribution*			
Item	*1977-78*	*1976-77*	*1975-76*	*1974-75*	*1971-72*	*1966-67*	*1962*	*1977-78*	*1971-72*	*1966-67*	*1962*
Receipts	$21,453	$19,287	$16,415	$14,208	$ 9,285	$ 4,656	$ 2,695	100.0	100.0	100.0	100.0
Employee contributions	4,619	4,223	3,854	3,552	2,637	1,494	943	21.5	28.4	32.1	35.0
Government contributions	9,966	8,898	7,641	6,597	4,026	2,052	1,193	46.5	43.3	44.1	44.3
From states	5,428	4,847	4,672	3,974	2,428	1,305	752	26.6	26.1	28.0	27.9
From local governments	4,538	4,051	2,969	2,623	1,598	747	441	19.9	17.2	16.0	16.4
Earnings on investments	6,868	6,167	4,920	4,059	2,621	1,110	558	32.0	28.2	23.8	20.7
Benefits and withdrawal payments	7,810	6,930	6,045	5,207	3,187	1,606	933	100.0	100.0	100.0	100.0
Benefits	6,820	6,048	5,327	4,480	2,694	1,280	697	87.3	84.5	79.7	74.7
Withdrawals	990	882	718	727	493	326	236	12.7	15.5	20.3	25.3
Cash and security holdings at end of fiscal year, total	110,349	94,913	85,979	74,703	51,158	27,666	15,546	100.0	100.0	100.0	100.0
Cash and deposits	1,304	818	728	800	419	236	153	1.2	0.8	0.9	1.0
Governmental securities	14,735	10,096	8,457	5,105	2,925	5,296	5,869	13.4	5.7	19.1	37.8
Federal	14,417	9,500	7,234	4,898	2,241	4,594	4,149	13.1	4.4	16.6	26.7
U.S. Treasury	6,672	4,729	2,426	1,315	N.A.	N.A.	N.A.	6.1	N.A.	N.A.	N.A.
Federal agency	7,745	4,770	4,808	3,583	N.A.	N.A.	N.A.	7.0	N.A.	N.A.	N.A.
State and local	318	596	1,223	207	684	702	1,720	0.3	1.3	2.5	11.1
Nongovernmental securities	94,309	83,998	76,794	68,798	47,814	22,135	9,525	85.5	93.5	80.0	61.3
Corporate bonds	51,266	45,364	45,123	41,693	29,570	14,319	6,700	46.5	57.8	51.8	43.1
Corporate stocks	24,404	21,733	19,002	16,431	9,209	1,912	512	22.1	18.0	6.9	3.3
Mortgages	9,794	10,228	7,225	6,503	6,138	4,258	1,893	8.9	12.0	15.4	12.2
Other securities	7,637	6,361	4,496	3,946	2,897	1,645	420	6.9	5.7	6.0	2.7
Other investments	1,208	312	948	226				1.1			

*Source: U.S. Bureau of the Census, *Finances of Employee Retirement Systems of State and Local Governments in 1977-78*, and prior annual reports.

N.A.—Not available.

Table 3
MEMBERSHIP AND BENEFIT OPERATIONS OF STATE-ADMINISTERED EMPLOYEE RETIREMENT SYSTEMS: LAST MONTH OF FISCAL 1978*

			Benefit Operations, last month of fiscal year								
			Beneficiaries receiving periodic benefit payments				Periodic benefit payment for the month (dollars)				
State	Membership, last month of the fiscal year	Members covered by OASDHI	Total (a)	Persons retired on account of age or length of service	Persons retired on account of disability	Survivors of deceased former members (no. of payees)	Total(a)	Persons retired on account of age or length of service	Persons retired on account of disability	To survivors of deceased former members	Lump sum survivors benefit payments during the month (dollars)
All states	9,690,098	4,766,844	1,773,525	1,463,487	106,236	118,895	$552,150,070	$458,406,195	$33,320,703	$30,625,953	$13,143,039
Alabama	141,547	110,295	22,261	20,095	1,123	1,043	6,903,054	6,552,453	242,328	108,273	11,220
Alaska	31,250(b)	16,930	2,699	2,465	135	99	1,835,944	1,679,897	91,797	64,250	. . .
Arizona	127,248(b)	101,033	14,436	13,910	267	259	2,613,425	2,481,460	70,085	61,880	249,750
Arkansas	95,773	73,524	13,975	11,837	1,504	634	3,071,072	2,692,596	280,517	97,959	. . .
California	995,712	673,137(b)	202,907	172,120	22,107	8,680	84,280,522(b)	73,244,172(b)	8,132,680(b)	2,903,670(b)	2,019,685
Colorado	87,363	14	15,977(a)	14,000	1,161	816	5,054,499	4,448,506(b)	386,827	219,166	. . .
Connecticut	97,448	44,925(b)	22,496(a)	19,607	1,991	898	7,144,650	6,400,487	628,873(b)	115,290	33,064
Delaware	24,156	24,100	5,064	4,045	346	673	1,494,888	1,302,514	89,156	103,218	5,867
Florida	366,710	347,451	48,875	40,033	3,549	5,293	14,207,512	12,285,950	802,403	1,119,159	. . .
Georgia	222,791	135,864(c)	28,722	23,715	2,223	2,784	9,250,568	7,939,635	759,845	551,088	77,207(c)
Hawaii	47,898	40,761	10,389	9,399	837	153	4,581,916	4,146,634	371,135	64,147	302,171
Idaho	49,729	40,007	9,512	8,483	411	618	2,068,898	1,834,426	94,796	139,676	5,400
Illinois	429,628	165,443	86,988	69,528	4,791	12,669	26,970,680	23,239,981	1,750,083	1,980,616	880,160
Indiana	208,575	172,963	38,534	36,139	1,880	515	9,451,080	9,107,614	246,820	96,646(c)	81,165
Iowa	155,284	141,628	29,092	28,409	16(c)	667	3,593,313	3,516,351	9,704(c)	67,258	399,839
Kansas	119,683	107,942	26,220	25,288	73	859	3,457,828	3,354,526	23,242	80,060	80,429
Kentucky	143,446	63,925(b)	24,851(a)	11,650	528	961	6,834,967(a)	4,773,863	202,816	255,244	104,590
Louisiana	188,211	19,727(b)	33,522(a)	14,921	1,456	2,527	15,272,724(a)	5,290,827	387,464	729,749	92,306
Maine	59,498	N.A.	14,968	12,484	405	2,079	5,533,349	4,862,166	210,138	461,045	32,524
Maryland	160,438	. . .	22,530	19,087	1,944	1,499	11,066,303	9,427,355	985,214	653,734	508,427
Massachusetts	151,940	. . .	41,126	36,459(b)	1,612(b)	3,055(b)	19,110,818	11,844,514(b)	1,512,683(b)	5,753,621(b)	193,317
Michigan	323,972(b)	321,057(b)	66,412	60,850	3,599	1,963(c)	18,663,518	17,272,031	898,786	492,701(c)	4,664
Minnesota	222,704	175,774	31,980	26,244	1,216	4,520	7,040,840	6,227,520	288,683	524,637	72,942
Mississippi	187,000	121,190	18,848	16,269	1,180	1,399	4,064,935	3,615,100	209,242	240,593	. . .
Missouri	124,222	67,984	24,095	21,092	1,619	1,384	6,207,997(b)	5,692,509	291,391	224,097	99,758

Montana	50,656	611(c)	9,579	8,267	859	453	2,674,951	2,321,396	231,068	122,487	N.A.
Nebraska	28,416	21,979	5,037	4,694	68	275	581,474	551,679	8,170	21,625	...
Nevada	46,208	...	4,890	4,205	309	376	1,900,193	1,701,120	122,285	76,788	14,175
New Hampshire	30,084	27,240	4,903	4,459	316(c)	128(c)	964,596	859,534	78,952(c)	26,110(c)	38,202
New Jersey	335,271(b)	264,913	63,077(a)	3,070	778	4,211	23,094,808(a)	1,983,157	958,784	1,402,090	686,192
New Mexico	84,892	66,699	9,644	8,907	580	157(c)	2,602,050	2,445,687	118,135	38,228(c)	...
New York	824,157	N.A.	180,234	163,139	6,723	10,372	60,328,089	55,703,652(b)	1,971,780(b)	2,652,657(b)	330,207
North Carolina	314,916	265,837	40,749(a)	31,249	4,767	2,978	11,680,500(a)	9,642,007	1,355,018	591,242	458,400
North Dakota	22,401	10,489	3,337	3,052	55	230	559,990	522,077	10,676	27,237	57
Ohio	710,428(b)	...	144,585	116,669	9,473	18,443	44,744,483	37,260,147	3,573,897	3,910,439	409,735
Oklahoma	86,435	33,689	20,579	19,315	811	453	6,260,450(b)	6,002,865(b)	166,546(b)	91,039(b)	2,562
Oregon	108,852	96,460	26,959	24,616	2,318	25(c)	4,664,182	4,199,883	456,743	7,556(c)	94,605
Pennsylvania	383,075	219,216	98,755	88,144	4,750	5,861	37,184,435	34,628,505	1,290,425	1,265,505	4,128,392
Rhode Island	35,010	N.A.	7,808(a)	6,708	N.A.	74	3,134,540(a)	2,870,707	N.A.	24,458	119,011
South Carolina	244,202(b)	209(c)	21,220	17,953	1,753	1,514	5,804,363	5,049,393	450,677	304,293	N.A.
South Dakota	30,026	26,374	4,699	4,192	81	426	597,387	536,175	12,672	48,540	...
Tennessee	164,689	131,464	32,307	28,844	2,571	892	7,921,000(b)	7,400,000(b)	301,000(b)	220,000(b)	48,978
Texas	547,877	91,995	78,438	67,360	4,237	6,841(c)	20,943,924	19,275,955	782,105	885,864(c)	743,235
Utah	73,776	...	10,111(a)	8,808	574	N.A.	1,625,338(a)	1,302,392	80,968	N.A.	27,403
Vermont	13,544	5,608	3,484(a)	3,002	148	285	893,890(a)	811,390	34,781	42,591	14,872
Virginia	209,000(b)	209,000(b)	29,194(b)	23,482	4,500	1,212	8,259,167(b)	6,607,334	1,238,875	412,958	N.A.
Washington	206,824(b)	45,057	41,305	36,905	955	3,445	10,318,161	9,355,298	231,388	731,475	631(c)
West Virginia	100,869	74,759	24,315	21,419	1,177	1,719	6,750,020	6,177,259	224,241	348,520	59,311
Wisconsin	244,402(b)	178,543(b)	47,356(b)	42,669(b)	2,393(b)	2,294(b)	8,331,528	7,741,728	623,038	236,762	689,710
Wyoming	31,862	31,028	4,481	4,230	67	184	555,251	493,768	31,771	29,712	22,876

**Source:* Compiled from unpublished data received in the U.S. Bureau of the Census' annual survey on finances of public employee retirement systems.

N.A.—Not available.

... Represents zero.

(a) Detail does not add to totals, because for those states indicated, detail was not always available. Total of such nonsegregable amounts was 84,907 for beneficiaries receiving periodic benefit payments and $29,797,219 for periodic benefit payments.

(b) State totals include some estimated figures.

(c) Data not available for all systems.

Table 4
FINANCES OF STATE-ADMINISTERED EMPLOYEE RETIREMENT SYSTEMS, BY STATE: 1977-78*
(In thousands of dollars)

State	Receipts					Benefits and withdrawal payments			Cash and security holdings at end of fiscal year						
			Government contributions								Governmental securities				
											Federal securities				
	Total	Employee contributions	From state	From local governments	Earnings on investments	Total	Benefits	Withdrawals	Total	Cash and deposits	Total	U.S. Treasury	Federal agency	State and local	Nongovernmental securities
All states	$21,453,331	$4,619,162	$5,428,201	$4,538,117	$6,867,851	$7,809,851	$6,819,706	$990,145	$110,348,832	$1,304,306	$14,417,000	$6,672,204	$7,744,796	$318,035	$94,309,491
Alabama	307,115	63,823	133,015	19,980	90,298	95,197	84,226	10,971	1,237,799	23,880	172,441	354	172,087	......	1,041,477
Alaska	123,657	31,687	34,364	24,164	33,442	28,696	22,031	6,665	461,614	48,655	122,427	71,300	51,127	......	290,531
Arizona	264,014	91,708	29,761	69,232	73,313	54,594	29,678	24,917	1,492,226	5,242	306,295	240,240	66,055	......	1,180,689
Arkansas	156,237	35,975	60,804	11,449	48,009	46,812	36,309	10,503	653,811	36,781	71,403	24,550	46,853	......	545,627
California	3,372,455	785,877	728,404	798,307	1,059,867	1,118,851	999,474	119,377	17,365,932	88,853	2,553,644	350,453	2,203,191	28,552	14,694,884
Colorado	314,656	87,940	52,669	74,935	99,112	77,977	57,597	20,381	1,645,219	3,570	128,100	128,100	......	......	1,513,548
Connecticut	261,602	62,387	122,566	5,744	70,905	137,758	128,721	9,038	1,228,139	5,981	37,587	37,587	......	......	1,184,572
Delaware	47,798	7,225	33,308	......	7,264	17,433	16,507	925	156,560	2,301	21,018	19,083	1,935	......	133,242
Florida	593,715	21,617	102,979	254,189	214,930	168,903	153,452	15,450	2,846,693	35,064	635,624	91,731	543,892	15	2,175,991
Georgia	351,960	86,290	122,674	34,829	108,167	131,288	109,641	21,646	1,873,889	16,077	270,561	150,024	120,537	......	1,587,251
Hawaii	174,533	54,618	34,625	21,331	63,959	70,849	65,815	5,034	980,238	89,462	139,491	139,491	......	542	750,744
Idaho	63,712	20,275	13,685	19,005	10,747	28,809	23,832	4,977	235,891	27,534	28,124	17,287	10,837	......	180,233
Illinois	910,012	272,270	290,769	88,480	258,494	383,747	326,378	57,369	4,132,853	6,397	255,497	171,931	83,566	336	3,870,623
Indiana	252,271	53,270	103,685	22,640	72,676	128,212	115,710	12,502	954,703	26,503	431,752	167,326	264,426	......	496,447
Iowa	195,905	50,516	24,189	56,067	65,133	59,566	43,063	16,503	976,472	210	156,404	75,937	80,467	......	819,858
Kansas	149,523	39,036	66,779	14,957	28,752	50,776	38,827	11,949	619,876	136	76,648	76,628	20	10,112	532,979
Kentucky	249,360	70,330	93,479	19,236	66,315	98,601	87,283	11,319	1,153,622	26,431	229,660	7,950	221,710	1,220	896,311
Louisiana	378,660	107,732	79,566	46,300	145,062	199,414	177,671	21,743	2,097,581	176,101	473,433	105,736	367,697	18,007	1,430,039
Maine	88,992	28,003	36,960	11,124	12,905	70,553	65,395	5,159	239,356	14,182	42,990	36,112	6,878	......	182,184
Maryland	383,493	99,381	170,430	12,432	101,251	150,431	129,988	20,444	1,967,428	14,465	124,343	43,815	80,528	......	1,828,620
Massachusetts	392,300	109,377	201,279	474	81,170	247,081	224,627	22,454	1,219,484	1,629	185,659	64,254	121,405	600	1,031,597
Michigan	681,869	46,793	210,094	118,593	306,388	242,417	221,931	20,487	3,656,616	94,108	358,936	340,623	18,313	......	3,203,572
Minnesota	383,361	105,983	103,479	57,106	116,792	103,270	84,365	18,905	2,129,660	4,584	136,954	2,048	134,906	5,161	1,982,962
Mississippi	175,759	54,523	27,803	44,143	49,290	62,940	49,507	13,433	694,440	13,676	223,324	1,900	221,424	......	457,440
Missouri	281,273	68,192	46,535	71,494	95,051	93,012	74,400	18,612	1,525,817	9,563	177,250	99,764	77,486	......	1,339,004
Montana	89,722	30,010	19,296	10,521	29,895	40,516	32,003	8,513	362,912	3,715	17,363	7,837	9,526	2,692	339,143
Nebraska	30,305	9,243	5,825	4,483	10,754	10,341	7,422	2,919	161,947	6	43,693	2,665	41,028	50	118,197
Nevada	111,298	17,460	11,439	41,519	40,880	30,044	21,798	8,246	513,868	199	6,036	3,378	2,658	......	507,633
New Hampshire	46,980	18,974	5,718	7,343	14,944	18,928	15,129	3,800	276,113	43,336	98,115	49,655	48,460	......	134,662
New Jersey	877,845	184,280	225,073	169,070	299,422	303,446	284,165	19,281	4,975,876	1,619	288,994	35,482	253,512	1,536	4,683,727

New Mexico	126,559	38,501	16,675	29,172	42,211	39,683	30,799	8,884	534,126	26,016	178,912	4,091	174,821	......	329,198
New York	2,481,301	64,571	458,078	1,059,280	899,372	828,923	789,474	39,449	15,552,836	7,512	2,383,948	2,024,510	359,438	216,821	12,944,556
North Carolina	542,436	144,789	151,433	53,290	192,924	158,622	133,491	25,130	3,201,766	3,821	317,824	54,862	262,962	......	2,880,122
North Dakota	22,090	8,035	3,007	6,059	4,990	15,604	6,934	8,670	110,494	3,683	50,289	12,183	38,105	......	56,523
Ohio	1,732,299	438,175	121,776	575,626	596,722	669,554	593,391	76,162	9,184,146	93,029	706,554	422,293	284,261	2,975	8,381,588
Oklahoma	162,877	28,745	95,333	4,542	34,257	76,273	70,164	6,109	533,851	20,176	85,571	37,758	5,249	......	428,104
Oregon	226,850	74,176	36,814	58,456	57,404	62,009	48,568	13,141	1,167,032	2,615	117,490	3,101	114,389	......	1,046,928
Pennsylvania	1,217,257	259,884	411,522	178,727	367,123	562,411	482,392	80,019	6,103,037	72	160,318	160,318	......	133	5,942,514
Rhode Island	86,835	22,272	25,932	15,571	23,060	40,158	37,126	3,032	366,264	18,377	75,594	55,324	20,270	......	272,292
South Carolina	258,115	67,001	76,089	16,083	98,942	87,438	71,256	16,182	1,474,708	29,315	305,896	181,204	124,692	13,116	1,126,380
South Dakota	46,255	15,989	11,149	9,796	9,321	10,600	6,817	3,783	170,902	1,565	82,708	71,493	11,214	......	86,629
Tennessee	298,189	70,229	135,745	18,363	73,853	105,211	91,687	13,524	1,202,117	97,413	272,964	258,200	14,764	......	831,741
Texas	933,559	282,752	335,555	19,144	296,109	319,425	252,956	66,468	4,684,386	12,633	961,811	306,776	595,035	......	3,709,942
Utah	127,142	46,500	14,263	36,621	29,758	28,572	20,582	7,990	543,883	382	71,712	27,543	44,169	......	471,789
Vermont	34,106	8,248	13,118	403	12,336	12,447	10,730	1,717	187,871	8,378	56,899	49,989	6,910	......	122,594
Virginia	243,989	106,973	21,608	54,487	60,921	122,455	99,110	23,345	1,312,716	124,221	285,413	159,831	125,582	290	902,792
Washington	492,513	123,485	160,472	72,285	136,271	180,242	158,695	21,547	2,039,000	27,503	206,923	54,456	152,467	15,684	1,788,890
West Virginia	147,731	41,677	62,467	8,355	35,233	89,494	81,689	7,805	494,860	4,792	160,249	67,770	92,478	194	329,625
Wisconsin	520,952	48,213	82,973	181,364	208,401	120,475	100,490	19,985	3,462,667	4	30,674	30,674	......	......	3,431,989
Wyoming	41,893	14,156	2,938	11,343	13,456	9,795	6,414	3,381	185,532	2,539	91,488	66,587	24,901	......	91,506

---

*Source: U.S. Bureau of the Census, *Finances of Employee Retirement Systems of State and Local Governments in 1977-78.*

...... Represents zero or rounds to zero.

STATE GOVERNMENT EMPLOYMENT IN 1978*

STATE GOVERNMENT EMPLOYMENT increased by 1.4 percent from October 1977 to October 1978 to stand at 3.5 million full-time and part-time workers. Salaries and wages of state employees totaled $3.5 billion for October 1978, up slightly more than 9 percent from October 1977. Federal civilian employment and payroll costs in October 1978 were 2.9 million and $4.3 billion, respectively. Local government employment and payroll costs in that month were 9.2 million and $8.7 billion, respectively.

The rates of growth in state government employment and payroll costs during the period 1970-78 exceeded the growth rates of both the federal and local government levels. The following chart summarizes the average annual rates of increase in government employment and payroll costs, by level of government, during the 1970s, 1960s, and 1950s.

	Average annual percentage increase		
	1970 to 1978	*1960 to 1970*	*1950 to 1960*
Employment			
Federal (civilian)	...	1.8	1.4
State governments	3.2	6.1	3.7
Local governments	2.8	4.3	4.2
Payroll costs			
Federal (civilian)	7.5	8.1	6.2
State governments	10.1	11.9	9.1
Local governments	9.2	9.8	9.3

. . . Less than 0.1 percent.

State government employment and payroll costs during the period 1950-1978 are summarized in Table 1. Payroll costs shown in Table 1 and in this article are stated in current dollars.

More than 800,000 state government employees were employed on a part-time basis in October 1978. When total state government employment is adjusted to a full-time equivalent basis by applying average October earnings of full-time employees to total October payrolls, the result is almost 3 million full-time equivalent state employees.

States' Portion of Civilian Public Employment

Because the rate of increase for state government employment was higher in the 1970s than it was for federal or local government employment, state governments accounted for 22.6 percent of all civilian government workers in 1978 as compared with 21.2 percent eight years earlier. Federal civilian employment declined from 22.1 percent to 18.5 percent during this period, and local government employment increased from 56.7 percent to 58.9 percent.

When the states' share of civilian public employment is compared on the basis of governmental functions, one finds wide variations in the ratio of state workers to federal or local government workers. National defense, international relations, and postal service are exclusively federal functions but account for approximately 10.5 percent of all civilian

---

*Adapted by Alan V. Stevens, Chief, Employment Branch, Governments Division, U.S. Bureau of the Census, from the Bureau's report, *Public Employment in 1978.*

government employment. Similarly, local governments are primarily responsible for elementary and secondary education, police and fire protection, publicly operated utilities, sewer and sanitation services, public housing facilities, and general public libraries. State governments, however, account for the largest portion of public employment in the functions of higher education, hospitals, corrections, and employment security administration. Significant portions of public employment in the categories of highways, public welfare, health, and financial administration are also accounted for by state governments. A detailed distribution of state and local government employment and payrolls for October 1978 is provided in Table 2. The following summary compares federal, state, and local government employment as of October 1978 for selected functional categories.

	Employees (in thousands)				
Governmental function	*Total*	*Federal (civilian)*	*State and local total*	*State*	*Local*
Total	15,631	2,888	12,743	3,539	9,204
National defense and international relations	987	987	...	...	...
Postal service	650	650	...	...	...
Education	6,586	27	6,559	1,508	5,051
Highways	588	5	583	263	320
Health and hospitals	1,579	260	1,319	658	661
Public welfare	395	12	383	172	211
Police protection	689	58	631	72	559
Natural resources	515	297	218	183	34
Corrections	238	9	228	141	87
Financial administration	424	108	316	124	192
General control	563	47	516	87	429
All other activities	2,418	427	1,990	331	1,659

The ratio of employees to population served provides another means of analyzing the growth in state and local government. On this basis, states had 113 full-time equivalent employees per 10,000 population in October 1970 and 136 per 10,000 population in October 1978, a 20 percent increase. The range of full-time equivalent state employment per 10,000 population in October 1978 was from 101 in Illinois to 389 in Alaska. Generally, there is an inverse relationship between the ratio of state employment to population served and a state's population or population density level; however, other significant factors, such as the delegation of functional responsibilities between the state and local governments, may affect this relationship.

The ratios of full-time equivalent employment to population for state and local governments are presented for each state in Table 3. It can be noted in this table that in states with a high ratio of state government full-time equivalent employment to population, the local government ratio generally tends to be on the low end of the ratios for local governments, and vice versa.

Average October Earnings

The average gross pay of full-time state government workers in October 1978 was $1,167, an increase of $71, or 6.5 percent, from a year earlier. Since 1970, the average October earnings of full-time state workers has increased at an average annual rate of 6.6

percent. Full-time employees of local governments earned an average of $1,128 in October 1978 and had an average annual increase of 6.2 percent during the past eight years.

The average October earnings of state government employees vary considerably from state to state and by governmental function; the summary below distributes the 50 states on the basis of average October 1978 earnings of all full-time employees, full-time education employees, and full-time noneducation employees.

Average October 1978 earnings, full-time state government employees	*All employees*	*Education employees*	*Noneducation employees*
Total	50	50	50
Less than $900	1	. . .	7
$900 to $999	9	1	10
$1,000 to $1,099	12	5	13
$1,100 to $1,199	10	11	11
$1,200 to $1,299	11	10	6
$1,300 to $1,399	5	11	1
$1,400 or more	2	12	2

Employment by Individual States

More than 36 percent of all state government employment and 39 percent of all state payroll costs in October 1978 were accounted for by seven states: California, Illinois, Michigan, New York, Ohio, Pennsylvania, and Texas. Information shown in Table 3 indicates that while these seven state governments have the greatest number of employees, they also have some of the lowest ratios of full-time equivalent employment to population served.

Care must be exercised when making interstate comparisons of state employment and payroll costs. States differ in the scope and intensity of functions performed because factors such as economics, demography, geography, and governmental structure influence the total scale of public services provided and the allocation of responsibility for these services between state and local governments. The governmental functions of education, highways, public welfare, health, and hospitals are most frequently affected by these factors.

Labor-Management Relations

Seventy percent of the state governments had a policy for collective negotiations with some of their employees in October 1977, the latest month for which labor-management relations data is available. Six states engaged exclusively in "meet and confer" discussions with representatives of employee organizations, and nine states had no labor-management relations policy.

More than 1 million full-time state employees, or nearly 38 percent of all full-time employees, belonged to an employee organization in October 1977; over 60 percent of these organized employees were employed in the education, highway, and hospital functions. Approximately 25 percent of all state employees, or 865,000, were represented by one of the 1,044 bargaining units existing in state governments at that time.

States had 683 labor-management contracts with employee organizations in October 1977 that covered 21 percent of all state employees. There also were 190 nonbinding memoranda of understanding in effect with employee organizations at that time.

Slightly more than 35,000 state workers participated in a total of 33 work stoppages against state governments during the period October 16, 1976 to October 15, 1977. These work stoppages had an aggregate duration of 136 days and resulted in a total of 183,530 days of idleness (number of employees idled multipled by the number of days idled for each work stoppage).

Sources of Additional Data

The U.S. Bureau of the Census publishes an annual report, *Public Employment in (year)*, which provides summary data on federal, state, and local government employment and payrolls, by function, in October. Additional data on state and local government employment, payrolls, and average full-time employee earnings are also presented on a state-by-state basis. A more extensive and detailed report on public employment, government payroll costs, and full-time public employee coverage for selected benefits is provided in the *Compendium of Public Employment*, vol. 3, no. 2, 1977 Census of Governments.

Data on labor-management relations in state and local governments is contained in *Labor-Management Relations in State and Local Governments*, vol. 3, no. 3, 1977 Census of Governments.

Table 1
SUMMARY OF STATE GOVERNMENT EMPLOYMENT: 1948-78*

	Employment (in thousands)						Monthly payrolls (in millions of dollars)			Average monthly earnings of full-time employees		
	Total, full- and part-time			Full-time equivalent								
Year	All	Education	Other	All	Education	Other	All	Education	Other	All	Education	Other
October:												
1978	3,539	1,508	2,032	2,966	1,016	1,950	$3,483.0	$1,332.9	$2,150.2	$1,167	$1,311	$1,102
1977	3,491	1,484	2,007	2,903	1,005	1,898	3,194.6	1,234.4	1,960.1	1,096	1,237	1,031
1976	3,343	1,434	1,910	2,799	973	1,827	2,893.7	1,112.5	1,782.1	1,031	1,163	975
1975	3,271	1,400	1,870	2,744	952	1,792	2,652.7	1,022.7	1,631.1	964	1,080	909
1974	3,155	1,357	1,798	2,653	929	1,725	2,409.5	932.7	1,476.9	906	1,023	856
1973	3,013	1,280	1,733	2,547	887	1,660	2,158.2	822.2	1,336.0	843	952	805
1972	2,957	1,267	1,690	2,487	867	1,619	1,936.6	746.9	1,189.7	778	871	734
1971	2,832	1,223	1,609	2,384	841	1,544	1,741.7	681.4	1,060.2	731	826	686
1970	2,755	1,182	1,573	2,302	803	1,499	1,612.1	630.2	981.8	701	797	655
1969	2,614	1,112	1,501	2,179	746	1,433	1,430.5	554.4	876.0	655	743	597
1968	2,495	1,037	1,458	2,085	694	1,391	1,256.6	477.0	779.6	602	687	544
1967	2,335	940	1,395	1,946	620	1,326	1,105.5	406.3	699.3	567	666	526
1966	2,211	866	1,344	1,864	575	1,289	975.2	353.0	622.2	523	614	483
1965	2,028	739	1,289	1,751	508	1,243	849.2	290.1	559.1	485	571	450
1964	1,873	656	1,217	1,639	460	1,179	761.1	257.5	503.6	464	560	427
1963	1,775	602	1,173	1,558	422	1,136	696.4	230.1	466.3	447	545	410
1962	1,680	555	1,126	1,478	389	1,088	634.6	201.8	432.8	429	518	397
1961	1,625	518	1,107	1,435	367	1,068	586.2	192.4	393.8	409	482	383
1960	1,527	474	1,053	1,353	332	1,021	524.1	167.7	356.4	384	439	365
1959	1,454	443	1,011	1,302	318	984	485.4	136.0	349.4	372	427	352
1958	1,408	406	1,002	1,259	284	975	446.5	123.4	323.1	355	416	333
April 1957	1,300	375	925	1,153	257	896	372.5	106.1	266.4	320	355	309
October:												
1956	1,268	353	915	1,136	250	886	366.5	108.8	257.7	321	358	309
1955	1,199	333	866	1,081	244	837	325.9	88.5	237.4	302	334	290
1954	1,149	310	839	1,024	222	802	300.7	78.9	221.8	294	325	283
1953	1,082	294	788	966	211	755	278.6	73.5	205.1	289	320	278
1952	1,060	293	767	958	213	745	260.3	65.1	195.2	271	298	262
1951	1,070	316	754	973	240	733	245.8	68.1	177.7	253	284	242
1950	1,057	312	745	N.A.	N.A.	N.A.	218.4	61.0	157.4	N.A.	N.A.	N.A.
1949	1,037	306	731	N.A.	N.A.	N.A.	209.8	58.5	151.3	N.A.	N.A.	N.A.
1948	963	286	677	N.A.	N.A.	N.A.	184.9	50.9	134.0	N.A.	N.A.	N.A.

*Source: U.S. Bureau of the Census, annual *Public Employment* reports.

Note: Because of rounding, detail may not add to totals.
N.A.—Not available.

Table 2
EMPLOYMENT AND PAYROLLS OF STATE AND LOCAL GOVERNMENTS, BY FUNCTION: OCTOBER 1978*

	All employees (full-time and part-time) (in thousands)			October payrolls (in millions of dollars)			Average October earnings of full-time employees
Function	Total	State governments	Local governments	Total	State governments	Local governments	
All functions	12,743	3,539	9,204	$12,139	$3,483	$8,656	$1,139
Education	6,559	1,508	5,051	6,186	1,333	4,853	1,201
Local schools	4,728	21	4,707	4,610	22	4,588	1,169
Instructional personnel only	3,066	13	3,053	3,615	17	3,597	1,297
Institutions of higher education	1,731	1,387	344	1,467	1,202	266	1,332
Instructional personnel only	609	431	178	773	609	165	1,833
Other education	99	99	...	109	109	...	1,171
Functions other than education	6,185	2,032	4,153	5,953	2,150	3,803	1,085
Highways	583	263	320	580	298	282	1,048
Public welfare	383	172	211	350	174	175	967
Hospitals	1,098	560	538	958	515	443	923
Health	221	98	123	228	110	118	1,097
Police protection	631	72	559	722	96	626	1,283
Local fire protection	287	...	287	298	...	298	1,391
Natural resources	217	183	34	210	182	28	1,104
Corrections	228	141	87	257	162	95	1,153
Employment security administration	111	111	(a)	117	116	(a)	1,112
Financial administration	316	124	192	293	135	159	1,040
General control	516	87	429	410	108	302	1,120
Local utilities	333	2	331	418	3	414	1,310
All other	1,259	218	1,041	1,112	251	862	884

*Source: U.S. Bureau of the Census, *Public Employment in 1978*.
(a) Less than one half the unit of measure shown.

Note: Statistics for local governments are subject to sampling variation. Because of rounding, detail may not add to totals.

Table 3
STATE AND LOCAL GOVERNMENT EMPLOYMENT, BY STATE: OCTOBER 1978*

State or other jurisdiction	*All employees (full-time and part-time)*		*Full-time equivalent employment*					
			Number			*Number per 10,000 population*		
	State	*Local*	*Total*	*State*	*Local*	*Total*	*State*	*Local*
United States	3,539,325	9,203,963	10,724,240	2,965,951	7,758,289	492	136	356
Alabama	72,973	138,378	187,394	62,039	125,355	501	166	335
Alaska	16,460	15,319	29,196	15,678	13,518	724	389	335
Arizona	42,068	112,108	131,198	36,310	94,888	557	154	403
Arkansas	39,109	77,513	98,175	33,000	65,175	449	151	298
California	298,445	1,048,940	1,090,616	242,823	847,793	489	109	380
Colorado	58,346	125,504	150,639	44,813	105,826	564	168	396
Connecticut	52,768	105,558	134,339	45,341	88,998	433	146	287
Delaware	16,895	18,933	31,556	14,572	16,984	541	250	291
Florida	114,209	375,240	438,682	101,846	336,836	510	119	392
Georgia	87,239	223,346	278,527	76,540	201,987	548	151	397
Hawaii	43,914	14,672	46,659	34,317	12,342	520	383	138
Idaho	19,606	37,464	45,221	15,087	30,134	515	172	343
Illinois	141,089	488,228	502,709	113,131	389,578	447	101	347
Indiana	82,678	210,939	241,280	62,059	179,221	449	115	333
Iowa	51,500	130,048	145,933	43,248	102,685	504	149	355
Kansas	50,436	109,632	125,578	38,001	87,577	535	162	373
Kentucky	68,837	110,438	152,994	59,542	93,452	437	170	267
Louisiana	80,524	148,748	207,720	68,134	139,586	524	172	352
Maine	23,954	41,314	49,358	17,318	32,040	452	159	294
Maryland	80,179	173,821	227,306	76,100	151,206	549	184	365
Massachusetts	82,567	241,297	275,801	72,291	203,510	478	125	352
Michigan	152,172	406,818	447,894	119,417	328,477	487	130	357
Minnesota	70,190	186,143	197,022	53,356	143,666	492	133	358
Mississippi	42,471	97,963	122,113	36,814	85,299	508	153	355
Missouri	74,652	180,270	221,448	63,695	157,753	456	131	325
Montana	19,134	34,805	45,695	14,932	30,763	582	190	392
Nebraska	32,481	79,737	92,420	28,116	64,304	591	180	411
Nevada	14,320	30,865	39,707	12,119	27,588	602	184	418
New Hampshire	16,792	33,667	38,744	13,347	25,397	445	153	292
New Jersey	92,002	325,827	358,964	79,128	279,836	490	108	382
New Mexico	35,092	46,031	67,851	27,962	39,889	560	231	329
New York	202,946	853,136	919,720	190,712	729,008	518	107	411
North Carolina	96,520	219,295	276,086	83,992	192,094	495	151	344
North Dakota	15,494	38,058	32,158	11,642	20,516	493	179	315
Ohio	142,410	431,215	469,098	111,740	357,358	436	104	332
Oklahoma	60,404	107,660	145,476	50,787	94,689	505	176	329
Oregon	54,184	110,476	131,834	42,002	89,832	539	172	368
Pennsylvania	148,752	407,418	474,479	131,216	343,263	404	112	292
Rhode Island	23,872	28,172	44,025	18,815	25,210	471	201	270
South Carolina	65,515	120,366	162,491	58,875	103,616	557	202	355
South Dakota	16,717	33,176	35,551	12,565	22,986	515	182	333
Tennessee	73,207	173,642	214,144	63,487	150,657	491	146	346
Texas	193,950	547,600	650,180	165,587	484,593	500	127	372
Utah	33,238	51,299	64,630	27,117	37,513	494	207	287
Vermont	11,827	19,875	23,634	10,653	12,981	485	219	267
Virginia	112,799	204,865	278,233	94,709	183,524	540	184	356
Washington	89,153	143,708	193,149	68,012	125,137	512	180	332
West Virginia	44,444	61,788	92,606	38,779	53,827	498	208	289
Wisconsin	70,606	209,967	218,661	55,540	163,121	467	119	349
Wyoming	10,185	20,882	25,921	8,655	17,266	611	204	407
Dist. of Col.	...	51,799	49,435	...	49,435	733	...	733

Source: U.S. Bureau of the Census, *Public Employment in 1978*.

Note: Statistics for local governments are subject to sampling variation. Because of rounding, detail may not add to totals.

Table 4
STATE AND LOCAL GOVERNMENT PAYROLLS AND AVERAGE EARNINGS OF FULL-TIME STATE AND LOCAL GOVERNMENT EMPLOYEES, BY STATE: OCTOBER 1978*

State or other jurisdiction	*Amount of October payroll (thousands of dollars)*			*Percentage of October payroll*		*Average October earnings, full-time state and local government employees*		
	Total	*State government*	*Local government*	*State government*	*Local government*	*All*	*Education employees*	*Other*
United States	$12,139,107	$3,483,042	$8,656,064	28.7	71.3	$1,139	$1,201	$1,085
Alabama	184,871	74,596	110,274	40.4	59.6	989	1,016	965
Alaska	53,242	27,401	25,841	51.5	48.5	1,833	1,900	1,783
Arizona	154,771	42,291	112,480	27.3	72.7	1,198	1,213	1,182
Arkansas	82,177	32,603	49,573	39.7	60.3	840	900	777
California	1,511,590	348,487	1,163,103	23.1	76.9	1,398	1,474	1,342
Colorado	176,583	60,625	115,957	34.3	65.7	1,182	1,202	1,161
Connecticut	154,368	50,439	103,929	32.7	67.3	1,149	1,234	1,062
Delaware	33,943	15,590	18,354	45.9	54.1	1,075	1,149	997
Florida	450,955	109,940	341,015	24.4	75.6	1,035	1,085	997
Georgia	246,659	78,417	168,242	31.8	68.2	893	917	874
Hawaii	58,673	43,799	14,874	74.6	25.4	1,246	1,399	1,142
Idaho	44,530	16,895	27,636	37.9	62.1	999	997	1,001
Illinois	635,586	143,750	491,836	22.6	77.4	1,290	1,366	1,217
Indiana	248,447	76,671	171,776	30.9	69.1	1,032	1,147	900
Iowa	156,241	53,023	103,218	33.9	66.1	1,088	1,147	1,020
Kansas	120,054	42,519	77,535	35.4	64.6	967	1,017	915
Kentucky	144,370	59,394	84,975	41.1	58.9	948	1,018	875
Louisiana	183,009	64,735	118,275	35.4	64.6	890	965	821
Maine	45,077	16,989	28,087	37.7	62.3	922	946	893
Maryland	267,534	85,952	181,581	32.1	67.9	1,185	1,294	1,087
Massachusetts	321,023	78,685	242,338	24.5	75.5	1,176	1,275	1,094
Michigan	587,835	164,366	423,470	28.0	72.0	1,356	1,410	1,297
Minnesota	240,257	72,866	167,391	30.3	69.7	1,232	1,261	1,202
Mississippi	97,508	32,259	65,349	33.0	67.0	814	898	737
Missouri	213,707	65,501	148,206	30.7	69.3	985	1,028	947
Montana	46,933	17,378	29,555	37.0	63.0	1,084	1,185	988
Nebraska	89,321	27,713	61,608	31.0	69.0	992	992	992
Nevada	46,086	15,495	30,592	33.6	66.4	1,175	1,109	1,217
New Hampshire	38,335	15,078	23,256	39.3	60.7	992	989	995
New Jersey	431,071	98,614	332,457	22.9	77.1	1,207	1,365	1,069
New Mexico	69,661	29,966	39,695	43.0	57.0	1,012	1,035	987
New York	1,203,982	239,069	964,913	19.9	80.1	1,301	1,481	1,196
North Carolina	268,412	91,617	176,796	34.1	65.9	973	1,045	899
North Dakota	34,509	13,564	20,945	39.3	60.7	1,076	1,121	1,015
Ohio	506,683	129,494	377,189	25.6	74.4	1,096	1,171	1,031
Oklahoma	130,695	49,824	80,871	38.1	61.9	906	980	838
Oregon	155,718	52,764	102,954	33.9	66.1	1,189	1,187	1,192
Pennsylvania	552,187	158,247	393,940	28.7	71.3	1,172	1,252	1,107
Rhode Island	51,726	21,314	30,412	41.2	58.8	1,180	1,313	1,065
South Carolina	145,011	58,024	86,987	40.0	60.0	896	945	851
South Dakota	33,271	13,318	19,952	40.0	60.0	943	974	908
Tennessee	200,178	60,495	139,683	30.2	69.8	938	1,015	880
Texas	645,134	181,727	463,407	28.2	71.8	989	1,013	961
Utah	70,905	30,315	40,590	42.8	57.2	1,055	1,018	103
Vermont	23,454	11,356	12,098	48.4	51.6	999	1,004	993
Virginia	279,020	100,902	178,118	36.2	63.8	1,011	1,072	942
Washington	248,881	89,590	159,291	36.0	64.0	1,294	1,332	1,258
West Virginia	89,399	36,959	52,441	41.3	58.7	934	1,031	827
Wisconsin	258,378	72,260	186,119	28.0	72.0	1,183	1,241	1,121
Wyoming	27,715	10,168	17,547	36.7	63.3	1,074	1,143	1,014
Dist. of Col.	79,335	...	79,335	...	100.0	1,614	1,532	1,643

Source: U.S. Bureau of the Census, *Public Employment in 1978.*

Note: Statistics for local governments are subject to sampling variation. Because of rounding, detail may not add to totals.

Table 5

STATE GOVERNMENT EMPLOYMENT (FULL-TIME EQUIVALENT), TOTAL AND FOR SELECTED FUNCTIONS, BY STATE: OCTOBER 1978*

		Education		*Selected functions other than education*							
State	*All functions*	*Institutions of higher education*	*Other education*	*Highways*	*Public welfare*	*Hospitals*	*Corrections*	*Police protection*	*Natural resources*	*Financial administration*	*General control*
All states	2,965,961	907,346	108,391	259,884	169,174	537,706	138,947	71,474	161,432	121,091	82,586
Alabama	62,039	21,482	3,955	5,581	3,753	10,452	1,861	1,174	3,368	1,593	2,051
Alaska	15,678	2,354	2,358	1,502	493	435	571	348	1,841	802	1,204
Arizona	36,310	11,875	2,848	3,300	1,963	3,726	1,739	1,489	1,846	1,301	714
Arkansas	33,000	9,545	2,449	3,924	2,036	4,468	966	684	2,657	1,136	620
California	242,823	78,783	4,803	14,140	3,100	29,531	11,639	9,056	17,082	17,548	4,034
Colorado	44,813	22,053	596	3,311	973	6,695	1,621	790	1,942	1,707	1,620
Connecticut	45,341	10,310	2,297	2,910	2,493	10,148	3,023	1,259	850	1,457	2,728
Delaware	14,572	4,275	263	1,275	1,101	1,844	905	592	377	616	8[illegible]
Florida	101,846	24,705	2,195	8,172	5,935	17,070	8,996	2,312	7,221	3,449	5,3[illegible]
Georgia	76,540	24,000	2,390	7,029	4,877	13,704	3,933	1,830	4,783	1,427	2,289
Hawaii	34,317	5,546	13,998	952	829	3,130	592	. . .	1,517	913	1,372
Idaho	15,087	4,954	539	1,560	915	967	431	205	1,540	732	431
Illinois	113,131	39,279	2,597	7,214	10,993	20,262	6,082	2,050	4,375	4,333	3,096
Indiana	62,059	29,242	3,314	5,412	1,171	9,707	2,186	1,536	2,379	1,823	621
Iowa	43,248	15,527	1,503	3,456	3,392	8,090	1,520	818	2,464	1,428	619
Kansas	38,001	14,409	785	3,923	2,767	6,162	1,396	662	2,384	1,547	707
Kentucky	59,542	17,633	3,967	7,621	4,767	6,169	1,966	1,835	4,992	1,297	2,837
Louisiana	68,134	16,624	2,821	6,921	4,476	16,943	3,287	1,210	4,779	3,145	1,276
Maine	17,318	4,439	1,020	3,005	971	1,747	631	492	1,311	700	591
Maryland	76,100	21,507	2,090	4,933	5,167	13,188	4,816	2,119	2,801	3,391	2,635
Massachusetts	72,291	16,620	1,576	5,062	6,995	19,436	3,280	1,502	2,405	3,662	2,325
Michigan	119,417	45,362	2,432	4,581	14,117	20,867	5,531	3,355	5,088	4,006	2,541
Minnesota	53,356	22,341	1,008	4,916	1,233	9,114	1,542	814	3,338	1,687	1,359
Mississippi	36,814	11,944	1,216	2,905	3,350	5,706	1,097	837	3,454	877	548
Missouri	63,695	16,206	1,899	6,597	5,697	15,365	2,535	1,702	3,981	2,045	1,627
Montana	14,932	3,574	447	2,008	922	1,402	579	339	2,016	1,204	394
Nebraska	28,116	11,645	989	2,442	1,101	4,226	969	525	2,195	618	791
Nevada	12,119	3,285	248	1,316	756	1,326	811	278	731	1,005	386
New Hampshire	13,347	3,799	312	1,909	1,032	2,031	435	275	660	389	405
New Jersey	79,128	17,492	2,556	8,140	4,513	15,604	4,178	3,982	2,396	3,884	3,435
New Mexico	27,962	10,182	892	2,692	1,562	3,590	719	542	1,771	1,178	1,385
New York	190,712	25,064	3,921	15,951	2,950	67,939	9,949	4,857	7,563	13,686	5,981
North Carolina	83,992	25,214	3,138	12,350	1,277	14,802	6,496	2,888	4,926	1,666	4,118
North Dakota	11,642	4,506	254	1,131	357	1,762	202	161	1,004	324	186
Ohio	111,740	41,085	2,228	8,672	1,438	23,635	6,609	1,893	5,375	4,268	2,060
Oklahoma	50,787	17,523	1,803	3,400	5,714	7,702	2,871	1,126	2,248	1,320	1,386
Oregon	42,002	11,705	1,053	3,202	3,693	5,702	1,929	1,155	3,245	2,471	1,276
Pennsylvania	131,216	21,078	2,802	16,912	13,433	31,082	3,894	4,632	7,177	6,059	3,933
Rhode Island	18,815	4,353	1,018	914	1,717	3,761	823	223	575	797	830
South Carolina	58,875	14,911	5,602	5,126	4,459	10,413	2,952	1,242	2,533	1,761	1,064
South Dakota	12,565	3,909	324	1,449	827	1,461	359	359	1,020	356	622
Tennessee	63,487	19,234	2,954	6,187	5,257	10,015	3,380	957	4,095	1,850	1,520
Texas	165,587	63,693	3,913	14,311	13,035	32,672	5,234	1,659	6,462	4,952	1,862
Utah	27,117	13,662	766	1,833	696	3,112	798	467	1,119	943	615
Vermont	10,653	3,406	342	1,089	635	1,133	453	406	591	492	476
Virginia	94,709	31,306	2,881	12,101	821	19,099	5,934	1,797	3,940	2,411	1,880
Washington	68,012	26,577	1,629	5,364	4,573	7,608	3,359	1,258	5,333	2,334	1,139
West Virginia	38,779	9,869	1,755	7,768	3,325	5,130	732	822	2,492	1,278	1,003
Wisconsin	55,540	26,811	1,455	1,766	1,050	6,737	2,902	766	2,414	2,590	1,510
Wyoming	8,655	2,448	190	1,649	467	796	234	194	776	633	223

**Source:* U.S. Bureau of the Census, *Public Employment in 1978.*

Note: Because of rounding, detail may not add to totals.

Table 6
STATE GOVERNMENT PAYROLLS, TOTAL AND FOR SELECTED FUNCTIONS, BY STATE: OCTOBER 1978*
(In thousands of dollars)

		Education		*Selected functions other than education*								
State	*All functions*	*Institutions of higher education*	*Other education*	*Highways*	*Public welfare*	*Hospitals*	*Correction*	*Police protection*	*Natural resources*	*Financial administration*	*General control*
All states	$3,483,042	$1,201,736	$131,125	$298,235	$174,309	$515,332	$161,918	$95,649	$181,822	$134,622	$108,264
Alabama	74,596	26,498	4,540	10,101	3,830	10,839	1,983	1,417	3,856	1,839	2,334
Alaska	27,401	5,129	4,062	2,526	613	658	1,027	889	3,055	1,325	2,279
Arizona	42,291	17,263	3,022	4,003	2,331	3,376	1,876	1,822	2,232	1,351	906
Arkansas	32,603	11,658	2,425	3,660	1,700	3,431	798	722	2,453	946	579
California	348,487	117,791	7,751	21,583	3,887	32,413	18,959	13,183	24,424	21,576	6,143
Colorado	60,625	31,452	720	4,668	1,182	7,556	2,221	1,037	2,920	1,996	2,263
Connecticut	50,439	13,895	2,822	3,243	2,377	9,191	3,638	1,538	985	1,650	3,310
Delaware	15,590	5,196	358	1,341	953	1,555	1,028	699	407	558	990
Florida	109,940	32,237	2,353	8,708	5,182	14,182	9,757	2,732	6,967	3,654	7,384
Georgia	78,417	28,379	2,450	6,859	3,824	12,093	3,463	2,086	4,661	1,586	2,674
Hawaii	43,799	8,459	19,266	1,106	771	3,225	476	...	1,845	1,048	1,663
Idaho	16,895	5,348	616	1,827	921	1,023	456	252	1,912	825	680
Illinois	143,750	54,326	3,371	9,381	12,308	25,799	7,411	2,885	4,920	4,985	3,337
Indiana	76,671	41,601	3,738	5,290	1,146	9,289	2,560	2,219	2,763	1,982	827
Iowa	53,023	22,495	1,792	3,999	3,512	8,068	1,755	1,142	2,673	1,436	1,157
Kansas	42,519	17,675	886	4,079	3,637	5,624	1,337	803	2,608	1,519	995
Kentucky	59,394	20,044	4,679	6,762	4,110	4,781	1,745	2,331	3,834	1,291	3,160
Louisiana	64,735	18,992	3,048	6,637	3,913	12,361	3,381	1,210	4,431	2,996	1,274
Maine	16,989	4,802	1,021	2,828	863	1,540	649	584	1,266	570	596
Maryland	85,952	24,106	2,796	5,336	5,440	12,419	6,004	2,935	3,370	3,984	3,135
Massachusetts	78,685	20,553	1,850	6,036	6,739	17,448	3,784	2,102	2,570	4,011	2,954
Michigan	164,366	64,652	3,478	7,053	18,251	24,854	7,779	5,538	7,245	5,374	4,014
Minnesota	72,866	33,382	1,437	7,145	1,473	9,910	2,124	1,396	4,499	2,077	2,054
Mississippi	32,259	12,258	1,108	2,423	2,456	3,532	857	944	2,995	843	572
Missouri	65,501	20,298	1,603	6,835	5,099	13,154	2,220	2,054	4,513	1,666	1,766
Montana	17,378	5,197	495	2,507	940	1,455	646	410	1,837	1,198	464
Nebraska	27,713	11,844	1,009	2,359	976	3,498	921	619	2,233	662	924
Nevada	15,495	4,553	327	1,811	827	1,533	958	395	988	1,177	575
New Hampshire	15,078	4,025	360	3,572	950	1,707	470	288	753	386	485
New Jersey	98,614	26,774	3,548	10,695	5,008	15,018	5,069	5,079	2,610	4,289	5,125
New Mexico	29,966	11,485	916	2,972	1,440	3,247	745	624	2,066	1,186	1,616
New York	239,069	43,520	5,179	18,788	3,920	73,610	13,223	6,984	8,397	14,991	7,820
North Carolina	91,617	32,554	3,513	11,770	1,341	11,407	7,371	3,421	5,522	2,167	4,791
North Dakota	13,564	5,750	317	1,240	340	1,531	229	208	1,361	345	287
Ohio	129,494	53,819	2,582	9,847	1,526	23,395	7,175	2,458	5,507	4,656	2,953
Oklahoma	49,824	19,846	1,903	3,192	5,689	5,599	2,325	1,234	1,917	1,192	1,392
Oregon	52,764	16,829	1,347	4,142	4,104	6,038	2,400	1,705	3,894	2,784	1,678
Pennsylvania	158,247	30,519	3,666	18,871	15,743	33,140	4,993	7,083	8,097	6,513	5,708
Rhode Island	21,314	5,356	1,376	916	1,747	3,231	1,181	400	634	889	1,073
South Carolina	58,024	17,993	5,693	3,953	3,734	8,178	2,760	1,390	2,341	1,669	1,126
South Dakota	13,318	4,677	316	1,621	781	1,130	374	395	1,103	347	652
Tennessee	60,495	21,042	2,910	5,382	4,406	7,716	2,875	1,068	3,497	1,712	2,214
Texas	181,727	80,140	4,212	16,270	12,792	26,165	5,291	2,152	7,060	5,608	3,109
Utah	30,315	14,354	1,033	2,464	839	2,724	981	634	1,364	1,014	929
Vermont	11,356	3,911	359	1,182	600	992	433	498	665	470	558
Virginia	100,902	40,501	2,991	11,228	828	15,644	5,469	2,115	4,198	2,297	2,135
Washington	89,590	38,325	2,165	8,390	4,734	7,926	4,083	1,859	6,095	2,888	1,728
West Virginia	36,959	12,178	1,469	6,618	2,720	3,917	623	828	2,299	1,201	1,107
Wisconsin	72,260	35,023	2,012	2,882	1,342	7,513	3,790	1,009	3,078	3,205	2,418
Wyoming	10,168	3,031	231	2,136	464	697	246	273	904	687	353

Source: U.S. Bureau of the Census, *Public Employment in 1978.*

Note: Because of rounding, detail may not add to totals.

Section V
FINANCE

1. Revenue, Expenditure, Debt

STATE FINANCES IN 1978*

STATE GOVERNMENTS remained in generally strong fiscal condition during fiscal 1978, continuing to improve their positions over recent years. Every state experienced an excess of total revenue over total expenditure, an occurrence found in 45 states in fiscal 1977, 36 states in fiscal 1976, and 24 states in fiscal 1975. Table A presents total revenue and expenditure comparisons for state governments since fiscal 1969.

Total revenue and total expenditure are defined to include four sectors of state financial activity: general government, utility operations, state-operated liquor stores, and insurance trust systems.[1] Revenue exceeded expenditure in all but the utility sector during fiscal 1978.

For the general government sector, revenue of all state governments exceeded expenditure by $9.3 billion. Forty-one states had such a surplus.

Revenue of the insurance trust systems exceeded insurance benefits and repayments by $12.1 billion in fiscal 1978. Expenditure from state insurance trust funds have declined steadily since fiscal 1976, when a total of $25.5 billion was spent on employee retirement, unemployment compensation, workmen's compensation, or other benefits. The expenditures during fiscal 1976 had reached a peak as a result of the recession and increased unemployment in 1975-76. In only three states did insurance trust expenditure exceed revenue in fiscal 1978.

Table A
TOTAL STATE REVENUE AND EXPENDITURE
(In billions of dollars)

Fiscal year	*Total revenue*	*Total expenditure*	*Excess of revenue or of expenditure (-)*
1978.	$225.0	$203.8	$21.2
1977.	204.4	191.2	13.2
1976.	183.8	180.9	2.9
1975.	154.6	156.2	-1.6
1974.	140.8	132.1	8.7
1973.	129.8	118.8	11.0
1972.	112.3	109.2	3.1
1971.	97.2	98.8	-1.6
1970.	88.9	85.1	3.9
1969.	77.6	74.2	3.4

It should be kept in mind that comparisons of revenue and expenditure using Census

---

*Adapted by Maurice Criz and David Kellerman, Senior Advisor and Statistician, respectively, Governments Division, U.S. Bureau of the Census, from the Bureau's report, *State Government Finances in 1978*. Fiscal 1978 data is for fiscal years which ended on June 30, 1978, except for four states with other closing dates: Alabama, September 30; Michigan, September 30; New York, March 31; and Texas, August 31.

Bureau data are limited as a means of reflecting surplus or deficit situations for state governments. Census data on state finances is developed on the basis of standardized definitions and concepts, which can be used to make generalized comparisons among the states. To infer that any particular state is experiencing financial problems, based upon Census Bureau data alone, could be a misrepresentation. For example, inclusion of the insurance trust sector in making total revenue/expenditure comparisons does not reflect the fact that excess fund balances of insurance trust systems are generally required to be held in trust and are not available to finance other general government activities.

Nevertheless, the apparently sound fiscal condition of state governments during 1978 provided an environment conducive to the tax and spending limitations which have been widely proposed since 1978, stimulated by the approval of Proposition 13 by California voters. These limitations have been based upon both the existence of surpluses in the treasuries of some states and the high rate of growth in state revenue, especially taxes.

The General Government Sector

General revenue of state governments increased at a faster pace than general expenditure during fiscal 1978 (11.8 percent to 9.4 percent), for the third consecutive year. Forty-one state governments had general revenue in excess of general expenditure, compared to 35 states in fiscal 1977.

Increased tax revenue accounted for about 60 percent of the increase in total general revenue. Tax collections have been affected greatly by the prolonged inflation the nation has experienced, with general sales and individual income tax collections especially reflecting the economic situation. General sales tax collections rose 14.2 percent in 1978 and 13 percent in 1977.

Rising income levels and the generally progressive structure of the individual income tax laws in many states combined to increase income tax collections by 14.2 percent in 1978, after an 18.9 percent increase in 1977. The prospect of continued inflation, with proportionally more income going into the tax coffers (due to higher effective tax rates), has led to efforts in a number of states to adjust the income tax structure for inflation. As of October 1979, six states had specific mechanisms designed to "index" or adjust taxable income or tax brackets, based primarily on some factor of the consumer price index. (Four of these have been made permanent law.) Another 19 states had enacted either temporary or permanent changes designed to decrease the income tax burden. These changes included general rate reductions, increased personal exemptions or deductions, and new or increased tax credit programs.

Intergovernmental aid remained the second major source of state general revenue. State aid from the federal government reached the $50 billion mark during the year, but dropped slightly as a percentage of total general revenue (from 27 percent during 1977 to 26.5 percent in 1978). Local government payments to states reached $3.3 billion, a 19.1 percent increase. Included in this amount was $670 million in payments by New York City to the Municipal Assistance Corporation.

During the 1970s, a shifting pattern in the distribution of major sources of state government general revenue developed. Between 1970 and 1976, tax revenue declined, while intergovernmental revenue increased, in terms of total general revenue. This trend has been reversed since 1976, as tax collections have increased from 58.7 to 59.9 percent of all general revenue, while intergovernmental aid has decreased from 27.6 to 26.5 percent of all general revenue. Within the tax category, individual income tax collections grew from 11.8 percent of total general revenue in 1970 to 15.4 percent in fiscal 1978, while sales tax revenue decreased from 35.1 to 30.8 percent of all general revenue over the same period.

Whether or not this trend of increased tax collections relative to intergovernmental aid will continue is dependent upon many factors, including state government's responses to the increased tax burden brought on by inflation, and the public's willingness and ability to impose new tax limitation measures on state governments.

There was little change in the rankings of state government expenditure for major functions during fiscal 1978. State spending for education, public welfare, highways, and health and hospitals continued to account for most of the total outlay in the general government sector. Interest payments on general debt accounted for $5.5 billion, the fifth largest "function" of state general expenditure. This represented a payment equal to $25 per person.

While direct state government expenditure increased by only 6 percent during fiscal 1978, current operating expenditure rose much more substantially—at a 13.8 percent rate, which exceeded the growth in general revenue of state governments. This increase in current operation was offset by a drop in state government spending for capital projects, the third consecutive year in which capital outlay has declined. This is interesting, especially in light of the growth in state long-term indebtedness in 1977 and 1978, which generally serves as the basis for financing capital projects. Much of the proceeds from state bond issues apparently was held in trust by the states. Cash and security holdings, for noninsurance trust purposes, also increased significantly (13 percent during fiscal 1977 and 24.2 percent during fiscal 1978).

Intergovernmental expenditure of state governments increased by 7.7 percent to $67.3 billion. About 60 percent of this total was for education aid to local schools. Another $1.5 billion was state intergovernmental expenditure to the federal government, almost all of which was to supplement minimum federal payments under categorical cash assistance programs. These state-to-federal transfers are a relatively new phenomenon, having begun in fiscal 1974 when the federal government assumed responsibility for direct payment of benefits to aged, blind, and disabled welfare recipients. While some states supplement the federal minimum grants via these intergovernmental payments to the federal government, others make supplemental payments directly to the recipients.

Along with the efforts at indexing the income tax, or providing various relief measures for the income tax, some state governments have been made subject to limitations on spending. As of November 1979, 13 states had some sort of general spending limitation, either permanent or temporary.

Obviously, some state spending limitations proposals will be more restrictive than others, depending upon inflation and growth in personal income. If a state's spending is tied to increases in personal income, and the latter keeps pace with or outstrips inflation, little restriction will take place. In comparison, restrictions tied to a fixed percentage rate of growth could be severe, if such a rate is smaller than the rate of inflation. Table 7 outlines spending limitations which existed as of November 1979.

Thirteen state governments operated lotteries during 1978, as shown in Table B on the following page. Lottery operations are treated as part of the general government sector in Census Bureau reporting, with revenue shown net of prizes paid out. Lottery operations yielded $779 million in proceeds available for other general government activities in fiscal 1978, compared to $530 million in 1977.

Table B
STATE LOTTERY PROCEEDS: FISCAL 1978
(In thousands of dollars)

State	Gross revenue	Disposition of funds		
		Prizes	*Administration and other*	*Proceeds available for other purposes*
Connecticut	$ 63,745	$ 17,834	$ 5,572	$ 40,339
Delaware	5,378	2,615	847	1,916
Illinois	77,976	33,649	7,221	37,106
Maine	6,724	3,073	1,931	1,761
Maryland	281,207	137,549	17,306	111,952
Massachusetts	162,937	81,479	8,233	76,835
Michigan	326,918	158,369	9,273	163,558
New Hampshire	8,707	3,957	1,745	3,005
New Jersey	225,035	118,225	14,613	92,197
New York	201,600	78,000	29,200	94,400
Ohio	73,475	21,731	11,785	38,101
Pennsylvania	156,323	30,536	19,010	106,777
Rhode Island	24,559	11,394	2,046	11,119

Insurance Trust Finances

Every state operates a system of unemployment insurance and one or more public employee retirement systems. Most of the states also administer workmen's compensation systems, and a few have other insurance systems involving the payment of cash benefits from accumulated fund reserves. Transactions of these various systems, exclusive of administrative costs (treated as general expenditure) and of state contributions (classified as intragovernmental transactions) are reported as insurance trust revenue and insurance trust expenditure in Tables 1 and 2.

Expenditure of state insurance trust systems decreased for the third consecutive year as a result of a 30 percent decrease in the payments from state unemployment insurance funds. These payments had reached a peak of $17.8 billion in 1976 as a result of the high rate of unemployment, but had decreased to $10.7 billion by 1978.

More detailed information on insurance trust finances can be found in the section on "Finances of State-Administered Public Employee Retirement Systems" on page 255.

Utilities and Liquor Stores

Effective with the fiscal 1977 reporting period, utility operations of state governments were treated as a separate sector of activity by the Census Bureau. For 1978, total utility expenditure exceeded utility revenue by $582 million, but with a number of states showing a revenue excess in their utility operations. New York had the most activity in the utility area, with its involvement in the transit field.

While aggregate liquor store revenue exceeded expenditure, a handful of individual state liquor store operations showed an excess of expenditure. The revenue from liquor store operations increased by 6.4 percent in fiscal 1978, while expenditure rose 9.6 percent.

Indebtedness and Debt Transactions

Total outstanding debt of state governments was $102.6 billion at the end of fiscal 1978, an increase of 11.9 percent over the previous year. Long-term debt increased 12.5 percent, while the amount of short-term debt outstanding decreased for the third consecutive year to a total of $2.9 billion.

The increase in total long-term debt reflected the existence of relatively favorable interest rates in the municipal market during the 1977-78 period, and the expectation that continued inflation would push interest rates higher, as was subsequently the case. Indeed, slightly over $4 billion in refunding bonds were issued by state governments as a result of these market conditions.

Per capita state debt amounted to $471.82 for the nation, but with a wide variation existing among the states. In Alaska, Connecticut, Delaware, Hawaii, New York, and Oregon, the debt outstanding exceeded $1,000 per capita. In Arizona, Arkansas, Iowa, and Nebraska, debt outstanding was less than $100 per capita.

New York, with over $22 billion in total debt outstanding, accounted for about 22 percent of all state indebtedness and for almost 60 percent of all state short-term debt outstanding. The Municipal Assistance Corporation, a state agency established to aid New York City, had a total of $5.3 billion in long-term debt outstanding, or 5.3 percent of all state long-term debt in fiscal 1978.

Footnote

1. The inclusion of "utilities" as a separate sector of state financial activity was effective with the fiscal 1977 census reporting period. Utilities include any state-operated electrical, gas, transit, or water system.

Table 1
NATIONAL TOTALS OF STATE GOVERNMENT FINANCES: 1960-78*

Item	Amounts in millions												Percentage change 1977 to 1978	Percentage distribution 1978	Per capita 1978
	1978	1977	1976	1975	1974	1972	1970	1968	1966	1964	1962	1960			
Revenue and borrowing	$238,475	$215,527	$199,626	$164,295	$148,775	$120,931	$93,463	$73,237	$58,970	$47,885	$40,589	$35,149	10.7	...	$1,096.99
Borrowing	13,464	11,101	15,605	9,663	7,959	8,622	4,523	4,777	3,724	2,717	2,994	2,312	21.3	...	61.94
Revenue total	225,011	204,426	183,821	154,632	140,816	112,309	88,939	68,460	55,246	45,167	37,595	32,838	10.1	...	1,035.05
General revenue	189,099	169,126	152,118	134,611	122,327	98,632	77,755	59,132	46,757	37,648	31,157	27,363	11.8	100.0	869.86
Taxes total	113,261	101,085	89,256	80,155	74,207	59,870	47,961	36,400	29,380	24,243	20,561	18,036	12.0	59.9	521.00
Intergovernmental revenue	53,461	48,627	44,717	37,827	33,170	27,981	20,248	15,935	12,246	9,464	7,480	6,745	9.9	28.3	245.92
From federal government	50,200	45,890	42,013	36,148	31,632	26,791	19,252	15,228	11,743	9,046	7,108	6,382	9.4	26.5	230.92
Public welfare	20,007	18,723	16,867	14,247	13,320	12,289	7,818	5,240	3,573	2,977	2,449	2,048	6.9	10.6	92.03
Education	9,819	9,035	8,661	7,879	6,720	5,984	4,554	3,891	2,654	1,152	985	727	8.7	5.2	45.17
Highways	6,301	6,363	6,262	5,260	4,503	4,871	4,431	4,198	3,972	3,652	2,746	2,883	1.0	3.3	28.99
General revenue sharing	2,255	2,217	2,102	2,066	2,045	...	...	...	...	...	...	...	1.7	1.2	10.37
Employment security administration	1,887	1,833	1,658	1,521	1,295	1,148	769	619	506	437	423	319	2.9	1.0	8.68
Other	9,931	7,719	6,463	5,174	3,749	2,499	1,681	1,280	1,037	828	504	406	1.3	5.2	45.68
From local governments	3,261	2,737	2,704	1,680	1,538	1,191	995	707	503	417	373	363	19.1	1.7	15.00
Charges and miscellaneous revenue	22,377	19,414	18,145	16,629	14,950	10,780	9,545	6,797	5,131	3,942	3,116	2,583	11.3	11.8	102.94
Utility revenue (a)	962	692	...	...	...	...	...	...	...	...	...	...	3.90	...	4.43
Liquor stores revenue	2,388	2,244	2,196	2,129	2,049	1,904	1,748	1,557	1,361	1,195	1,134	1,128	6.4	...	10.98
Insurance trust revenue	32,562	32,365	29,508	17,892	16,439	11,773	9,437	7,771	7,128	6,324	5,304	4,347	0.6	100.0	149.78
Unemployment compensation	13,083	15,213	15,068	5,712	5,711	3,588	3,090	2,963	3,326	3,250	2,812	2,316	14.0	40.6	60.18
Employee retirement	16,026	14,441	12,171	10,182	8,919	6,827	5,205	3,831	2,918	2,369	1,942	1,558	11.0	48.7	73.72
Other	3,452	2,711	2,269	1,998	1,809	1,359	1,143	977	884	706	550	472	1.3	10.7	15.89
Debt outstanding at end of fiscal year, total	102,569	91,640	84,825	72,127	65,296	53,833	42,008	35,666	29,564	25,041	22,023	18,543	11.9	100.0	471.82
Long-term	99,671	88,624	78,814	67,548	61,697	50,379	38,903	33,622	28,504	24,401	21,612	18,128	12.5	97.2	458.49
Nonguaranteed	53,356	45,613	39,972	33,812	30,842	25,314	21,167	18,923	15,795	13,254	11,300	9,216	17.0	52.0	245.44
Full faith and credit	46,316	43,010	38,842	33,736	30,855	25,065	17,736	14,698	12,709	11,147	10,313	8,912	7.7	45.2	213.05
Short-term	2,897	3,016	6,011	4,579	3,599	3,454	3,104	2,045	1,060	641	411	415	-3.9	2.8	13.33
Net long-term	72,089	67,560	62,488	58,388	53,847	45,082	34,479	29,366	24,488	20,922	18,645	15,595	6.7	...	331.62
Full faith and credit only	39,147	37,347	33,708	29,503	26,967	21,932	14,832	11,886	9,925	8,434	7,780	6,711	4.8	...	180.08
Expenditure and debt redemption	208,533	198,100	184,511	159,093	134,948	111,933	87,152	67,754	52,385	43,620	37,392	32,496	5.3	...	959.27
Debt redemption	4,701	6,875	3,585	2,922	2,814	2,690	2,096	1,500	1,262	1,036	990	900	-31.6	...	21.62
Expenditure total	203,832	191,225	180,926	156,171	132,134	109,243	85,055	66,254	51,123	42,583	36,402	31,596	6.6	...	937.65
General expenditure	179,802	164,351	153,690	138,304	119,891	98,810	77,642	60,395	46,090	37,242	31,281	27,228	9.4	100.0	827.11
Education	69,702	64,037	59,630	54,012	46,860	38,348	30,865	24,279	17,749	13,129	10,744	8,857	8.8	38.8	320.63
Intergovernmental expenditure	40,125	36,964	34,084	31,110	27,107	21,195	17,085	13,321	10,177	7,664	6,474	5,461	8.6	22.3	184.58
State institutions of higher education	23,259	21,166	19,707	17,696	15,395	13,381	11,011	8,982	6,353	4,649	3,634	2,856	9.9	12.9	106.99
Other	6,318	5,907	5,839	5,206	4,358	3,773	2,769	1,976	1,220	816	636	540	7.0	3.5	29.06
Public welfare	35,776	32,779	29,633	25,559	22,538	19,191	13,206	8,649	6,020	4,904	4,285	3,704	9.1	19.9	164.57
Intergovernmental expenditure	10,047	10,133	9,476	8,102	7,369	6,944	5,003	3,527	2,882	2,108	1,777	1,483	0.8	5.6	46.22
Cash assistance, categorical programs	5,712	5,308	5,203	4,661	4,984	5,089	3,534	2,421	1,986	1,935	1,863	1,728	7.6	3.2	26.28
Cash assistance, other	623	511	353	325	212	192	145	57	57	59	61	76	21.9	0.3	2.87
Other public welfare	19,393	16,828	14,601	12,471	9,974	6,967	4,523	2,644	1,096	801	585	417	15.2	10.8	89.21
Highways	18,479	17,484	18,100	17,483	15,847	15,380	13,483	11,848	10,349	9,374	7,961	7,317	5.7	10.3	85.02
Regular state highway facilities	13,970	13,171	14,223	13,583	11,887	12,089	10,482	9,286	8,297	7,437	6,374	5,812	6.1	7.8	64.26
State toll highway facilities	687	683	636	675	749	658	562	533	327	413	260	259	0.7	0.4	3.18
Intergovernmental expenditure	3,821	3,631	3,241	3,225	3,211	2,633	2,439	2,029	1,725	1,524	1,327	1,247	5.2	2.1	17.58

Health and hospitals	13,883	12,607	11,110	10,158	8,443	6,963	5,355	4,202	3,241	2,699	2,351	2,072	10.1	7.7	63.86
State hospitals and institutions for handicapped	8,979	8,364	7,572	6,891	5,957	4,825	3,941	3,198	2,483	2,073	1,824	1,618	7.4	5.0	41.30
Other	4,905	4,243	3,538	3,267	2,486	2,138	1,414	1,044	758	626	527	454	15.6	2.7	22.56
Natural resources	3,411	3,209	3,863	3,554	3,053	2,595	2,223	2,005	1,567	1,208	992	862	6.3	1.9	15.69
Corrections	3,275	2,882	2,480	2,203	1,812	1,389	1,104	874	691	605	524	433	13.6	1.8	15.07
Financial administration	2,482	2,241	1,955	1,792	1,594	1,235	1,032	819	660	582	512	447	10.7	1.4	11.42
General control	2,331	1,858	1,688	1,496	1,273	944	717	510	388	301	259	216	25.4	1.3	10.72
Employment security administration	1,757	1,698	1,570	1,509	1,304	1,133	767	606	500	426	399	313	3.5	1.0	8.08
Police	1,826	1,690	1,569	1,423	1,262	983	741	539	390	319	281	251	8.1	1.0	8.40
Miscellaneous and unallocable	26,879	23,865	22,091	19,115	15,906	10,647	8,149	6,066	4,546	3,696	2,972	2,755	12.6	14.9	123.64
State aid for unspecified purposes	6,819	6,373	5,674	5,129	4,804	3,752	2,958	1,993	1,361	1,053	839	806	7.0	3.8	31.37
Interest	5,268	4,956	4,140	3,272	2,863	2,135	1,499	1,128	894	765	635	536	6.3	2.9	24.23
Veterans' services	54	54	64	363	156	51	67	33	21	19	95	112	0.6	...	0.25
Other (includes intergovernmental aid for specified purposes not elsewhere classified)	14,738	12,482	12,213	10,351	8,083	4,709	3,626	2,912	2,270	1,859	1,402	1,300	18.1	8.2	67.79
Utility expenditure (a)	1,544	1,631	...	...	...	...	...	...	...	...	...	...	-5.3	...	7.10
Liquor store expenditure	1,991	1,817	1,781	1,719	1,653	1,495	1,404	1,233	1,081	977	882	907	9.6	...	9.16
Insurance trust expenditure	20,495	23,426	25,455	16,149	10,590	8,938	6,010	4,626	3,952	4,364	4,238	3,461	-12.5	100.0	94.28
Unemployment compensation	10,672	14,611	17,780	9,533	4,673	4,722	2,713	2,042	1,884	2,627	2,802	2,359	-30.0	52.1	49.09
Employee retirement	7,811	6,930	6,645	5,160	4,591	3,175	2,376	1,810	1,398	1,125	933	700	12.7	38.1	35.93
Other	2,011	1,885	1,629	1,455	1,326	1,041	921	774	671	612	502	402	6.7	9.8	9.25
Total expenditure by character and object	203,832	191,225	180,926	156,171	132,134	109,243	85,055	66,254	51,123	42,583	36,402	31,596	6.6	100.0	937.65
Direct expenditure	136,545	128,765	123,069	104,193	86,193	72,483	56,163	44,304	34,195	29,616	25,495	22,152	6.0	67.0	628.13
Current operation	86,153	75,683	68,175	60,793	50,803	39,790	30,971	23,379	16,855	13,492	11,290	9,534	13.8	42.3	396.32
Capital outlay	16,064	16,964	18,009	17,307	15,417	15,283	13,295	12,210	10,193	8,820	7,214	6,607	-5.3	7.9	73.89
Construction	13,260	13,620	15,285	14,443	12,655	13,022	11,185	10,053	8,287	7,263	5,960	5,509	-3.9	6.5	61.00
Purchase of land and existing structures	1,171	1,867	1,274	1,475	1,540	1,369	1,240	1,389	1,360	1,134	903	802	-30.5	0.6	5.39
Equipment	1,633	1,477	1,450	1,389	1,222	892	870	769	546	424	351	296	10.6	0.8	7.51
Assistance and subsidies	8,341	7,556	7,290	6,673	6,521	6,337	4,387	2,960	2,301	2,175	2,118	2,015	10.4	4.1	38.37
Interest on debt	5,493	5,136	4,140	3,272	2,863	2,135	1,499	1,128	894	765	635	536	7.0	2.7	25.27
Insurance benefits and repayments	20,495	23,426	25,455	16,149	10,590	8,938	6,010	4,626	3,952	4,364	4,238	3,461	-12.5	10.1	94.28
Intergovernmental expenditure	67,287	62,460	57,858	51,978	45,941	36,759	28,892	21,950	16,928	12,968	10,906	9,443	7.7	33.0	309.52
Cash and security holdings at end of fiscal year	212,107	175,713	157,210	140,748	134,493	99,791	84,810	69,412	58,201	45,862	38,543	33,940	20.7	100.0	975.69
Unemployment fund balance in U.S. Treasury	7,450	4,956	4,425	6,839	10,773	8,964	12,236	10,849	8,835	6,580	5,603	6,597	50.3	3.5	34.27
Cash and deposits	25,345	21,647	18,477	18,744	18,387	12,372	8,463	8,226	7,469	5,572	4,650	4,175	17.1	11.9	116.59
Securities	179,312	149,110	134,308	115,166	105,332	78,456	64,110	50,337	41,898	33,710	28,290	23,168	20.3	84.5	824.84
Total by purpose:															
Insurance trust	124,371	105,082	94,679	85,688	80,840	62,991	54,995	44,333	35,515	28,058	22,789	20,264	18.4	58.6	572.11
Debt offsets	27,582	19,600	15,880	9,160	7,849	5,309	4,424	4,256	4,016	3,479	2,968	2,533	40.7	13.0	126.88
Other	60,154	51,031	46,651	45,910	45,804	31,514	25,404	20,824	18,671	14,325	12,786	11,144	17.9	28.4	276.71

**Source*: U.S. Bureau of the Census, annual reports on *State Government Finances* and *Historical Statistics on Governmental Finances and Employment* (vol. 6, no. 4, of the 1977 Census of Governments).

... Represents zero.

(a) Reported separately only since 1977; previously included with general revenue or general expenditure.

Table 2
SUMMARY FINANCIAL AGGREGATES, BY STATE: 1978*
(In thousands of dollars)

	Revenue						*Expenditure*					
State	*Total*	*General*	*Utility*	*Insurance trust*	*Liquor stores*	*Borrowing*	*Total*	*General*	*Utility*	*Insurance trust*	*Liquor stores*	*Debt redemption*
All states	$225,011,006	$189,099,289	$962,069	$32,561,723	$2,387,925	$13,464,127	$203,832,191	$179,802,319	$1,544,366	$20,494,647	$1,990,859	$4,700,990
Alabama	3,385,436	2,942,390	...	342,373	100,673	80,815	3,251,165	2,917,344	...	221,249	112,572	79,251
Alaska	1,317,902	1,147,208	...	170,694	...	227,442	1,289,246	1,158,757	...	130,489	...	38,083
Arizona	2,423,112	1,992,217	5,359	425,536	...	9,010	2,067,347	1,908,722	5,330	153,295	...	12,090
Arkansas	1,839,706	1,660,370	...	179,336	...	39,421	1,684,539	1,568,859	...	115,680	...	6,201
California	29,486,935	23,845,651	20,953	5,620,331	...	588,955	24,628,536	21,561,937	3,019	3,063,580	...	337,117
Colorado	2,675,106	2,240,264	...	434,842	...	147,582	2,279,059	2,087,663	...	191,396	...	13,275
Connecticut	2,908,740	2,546,524	8,914	353,302	...	362,400	2,789,507	2,396,896	26,969	365,642	...	217,348
Delaware	800,842	734,618	2,520	63,704	...	94,502	725,031	655,677	7,987	61,367	...	71,774
Florida	6,442,069	5,620,613	4,085	817,371	...	406,875	5,712,824	5,338,260	10,134	364,430	...	65,948
Georgia	4,137,333	3,697,640	...	439,693	...	152,403	3,892,982	3,620,638	...	272,344	...	76,341
Hawaii	1,555,968	1,334,464	...	221,504	...	268,011	1,495,221	1,363,042	...	132,179	...	60,822
Idaho	887,700	748,233	...	105,654	33,813	71,841	837,069	747,193	...	65,321	24,555	7,254
Illinois	10,317,928	8,778,468	...	1,539,460	...	935,240	9,352,914	8,758,496	...	1,194,418	...	240,617
Indiana	4,223,579	3,887,805	...	335,774	...	28,981	3,729,223	3,474,910	...	254,313	...	25,203
Iowa	2,774,463	2,354,474	...	304,201	115,788	98,326	2,742,151	2,483,976	...	176,847	81,328	3,880
Kansas	1,902,986	1,730,780	...	172,206	...	42,000	1,746,638	1,630,687	...	115,951	...	22,938
Kentucky	3,354,533	3,044,911	...	309,622	...	131,800	3,241,028	2,998,095	...	242,933	...	47,442
Louisiana	4,115,184	3,670,852	...	444,332	...	259,190	3,918,087	3,546,699	...	371,388	...	120,418
Maine	1,161,242	996,187	...	129,109	35,946	85,275	1,118,225	943,763	...	138,419	36,043	36,403
Maryland	4,538,033	4,016,218	33,231	488,584	...	369,527	4,128,035	3,738,006	54,704	335,325	...	201,942
Massachusetts	6,259,387	5,652,732	1,571	605,084	...	414,980	5,894,639	5,241,387	15,660	637,592	...	523,104
Michigan	10,505,213	8,826,278	...	1,312,351	366,584	288,678	9,490,177	8,362,694	...	818,661	309,422	99,487
Minnesota	4,799,408	4,298,071	...	501,337	...	507,581	4,473,952	4,212,285	...	261,667	...	106,231
Mississippi	2,342,334	2,024,449	...	234,008	83,877	75,600	2,059,724	1,879,091	...	110,278	70,355	34,054
Missouri	3,401,585	2,943,412	...	458,173	...	124,953	3,009,139	2,745,031	...	264,108	...	10,904

Montana	922,568	748,450	...	133,798	40,320	39,925	868,334	746,481	...	87,781	34,072	5,104
Nebraska	1,231,625	1,167,491	...	64,134	...	...	1,144,827	1,104,481	...	40,346	...	3,283
Nevada	911,469	636,370	16,016	259,083	...	155,175	774,145	608,552	17,328	148,265	...	10,251
New Hampshire	742,887	550,847	170	73,568	118,302	72,320	708,329	576,467	155	38,825	92,882	32,180
New Jersey	7,437,860	5,833,318	...	1,604,542	...	530,092	6,936,901	5,773,075	...	1,163,826	...	207,494
New Mexico	1,638,729	1,483,477	...	155,252	...	135,812	1,329,250	1,257,542	...	71,708	...	19,969
New York	23,425,988	19,008,671	678,469	3,738,848	...	2,797,912	21,395,740	17,845,735	1,117,148	2,432,857	...	664,885
North Carolina	4,854,529	4,256,922	...	597,607	...	22,687	4,672,085	4,376,317	...	295,768	...	52,093
North Dakota	771,064	705,400	...	65,664	...	16,942	699,144	643,490	...	55,654	...	2,841
Ohio	10,095,426	7,020,996	...	2,735,604	338,826	340,063	8,876,800	7,179,902	...	1,434,669	262,229	160,240
Oklahoma	2,625,829	2,369,970	60,194	195,665	...	99,475	2,315,432	2,116,117	57,756	141,559	...	46,993
Oregon	3,052,187	2,306,241	...	618,913	127,033	748,170	2,593,369	2,229,335	...	287,197	76,837	66,435
Pennsylvania	12,106,282	9,682,562	...	1,951,792	471,928	274,544	11,723,405	9,625,932	...	1,648,965	448,508	250,529
Rhode Island	1,086,921	901,164	4,493	181,264	...	271,213	1,066,996	902,431	10,601	153,964	...	73,932
South Carolina	2,768,427	2,351,026	126,094	291,307	...	455,476	2,584,661	2,194,746	217,575	172,340	...	77,876
South Dakota	597,683	552,039	...	45,644	...	90,855	581,674	558,773	...	22,901	...	3,913
Tennessee	3,275,928	2,938,353	...	337,575	...	231,255	3,091,556	2,846,009	...	245,547	...	103,663
Texas	9,925,190	9,074,114	...	851,076	...	197,206	8,553,508	8,063,369	...	490,139	...	204,903
Utah	1,432,247	1,200,082	...	188,969	43,196	152,325	1,299,885	1,182,654	...	87,807	29,424	7,294
Vermont	603,546	524,526	...	51,346	27,374	35,947	570,955	504,792	...	39,114	27,049	29,044
Virginia	4,706,668	4,176,167	...	331,038	199,463	424,044	4,321,663	3,935,066	...	230,571	156,026	40,804
Washington	4,965,154	3,804,925	...	976,291	183,938	92,121	4,250,017	3,575,413	...	529,762	144,842	56,930
West Virginia	2,080,435	1,725,679	...	277,401	77,355	109,900	2,054,400	1,738,405	...	256,212	59,783	62,073
Wisconsin	5,524,752	4,769,342	...	755,410	...	331,635	4,755,651	4,421,137	...	334,514	...	58,194
Wyoming	670,888	576,028	...	71,351	23,509	27,645	507,006	455,990	...	26,084	24,932	1,950

*Source: U.S. Bureau of the Census, *State Government Finances in 1978*.
. . . Represents zero.

Table 3
STATE GENERAL REVENUE, BY SOURCE AND BY STATE: 1978*
(In thousands of dollars)

		Taxes									
			Sales and gross receipts			Licenses					
State	Total general revenue	Total	Total	General	Motor fuels	Total	Motor vehicles	Individual income	Corporation net income	Intergovernmental revenue	Charges and miscellaneous general revenue
All states	$189,099,289	$113,260,924	$58,270,203	$35,279,902	$9,501,349	$7,654,094	$4,473,307	$29,104,822	$10,738,296	$53,461,185	$22,377,180
Alabama	2,942,390	1,588,761	996,419	495,585	174,463	106,046	35,690	317,958	83,161	959,971	393,658
Alaska	1,147,208	563,495	68,609	...	23,281	31,997	12,735	145,828	33,504	296,072	287,641
Arizona	1,992,217	1,307,338	803,503	577,937	120,017	76,659	50,873	222,808	63,842	459,221	225,658
Arkansas	1,660,370	926,256	549,577	315,242	126,877	70,532	45,019	202,939	83,528	593,752	140,362
California	23,845,651	15,017,677	6,812,096	4,986,598	851,371	566,524	370,619	4,632,488	2,076,270	6,754,723	2,073,251
Colorado	2,240,264	1,212,097	639,068	424,403	105,074	79,373	43,558	375,341	86,202	655,767	372,400
Connecticut	2,546,524	1,550,424	1,120,836	645,274	161,058	105,073	64,348	75,616	199,569	647,283	348,817
Delaware	734,618	449,774	78,187	...	35,876	123,599	21,053	190,085	41,900	161,960	122,884
Florida	5,620,613	3,764,283	2,807,830	1,644,747	406,667	328,910	212,344	...	256,189	1,387,281	469,049
Georgia	3,697,640	2,183,715	1,273,338	792,710	257,517	80,504	45,882	604,361	203,823	1,197,097	316,828
Hawaii	1,334,464	754,677	479,624	367,321	33,821	13,495	7,211	227,216	28,995	375,473	204,314
Idaho	748,233	420,835	195,225	118,867	46,976	49,976	28,738	138,050	33,326	239,168	88,230
Illinois	8,778,468	5,774,368	3,253,795	2,011,704	416,071	425,701	332,999	1,593,695	376,098	2,167,414	836,686
Indiana	3,887,805	2,454,685	1,549,762	1,120,732	266,087	117,545	91,270	538,225	192,068	865,318	567,802
Iowa	2,354,474	1,402,191	611,158	376,212	136,131	151,949	121,369	490,210	108,961	641,239	311,044
Kansas	1,730,780	1,051,119	558,025	349,276	123,982	90,568	64,028	241,224	128,513	450,018	229,643
Kentucky	3,044,911	1,842,145	930,911	531,189	190,660	83,574	47,888	389,912	138,597	835,208	367,558
Louisiana	3,670,852	1,980,212	967,162	565,874	183,634	140,725	47,423	192,276	186,956	1,055,955	634,685
Maine	996,187	527,396	318,699	185,989	56,408	42,210	22,593	103,177	34,307	331,941	136,850
Maryland	4,016,218	2,405,217	1,159,242	627,989	194,244	107,460	78,161	884,392	126,802	995,156	615,845
Massachusetts	5,652,732	3,300,804	1,274,253	520,698	217,011	89,407	53,136	1,433,150	404,777	1,786,320	565,608
Michigan	8,826,278	5,444,933	2,381,359	1,586,897	442,051	261,764	190,356	1,712,374	908,680	2,269,693	1,111,652
Minnesota	4,298,071	2,759,356	1,085,311	537,478	205,652	169,931	117,403	1,074,552	292,853	1,014,717	523,998
Mississippi	2,024,449	1,094,147	778,754	545,116	142,870	66,944	21,488	158,476	52,710	707,815	222,487
Missouri	2,943,412	1,784,396	1,050,310	700,929	210,129	160,326	103,454	438,604	111,952	893,112	265,904

Montana	748,450	338,256	88,947	...	47,144	28,371	13,410	123,621	29,239	309,824	100,370
Nebraska	1,167,491	680,204	397,407	240,484	98,262	52,881	35,960	173,430	47,067	331,874	155,413
Nevada	636,370	390,599	305,640	142,702	31,921	55,774	18,985	...	...	193,952	51,819
New Hampshire	550,847	240,390	125,750	...	45,189	36,581	21,065	9,085	52,453	207,770	102,687
New Jersey	5,833,318	3,439,860	1,687,300	1,003,475	300,263	383,268	216,530	778,505	398,227	1,556,285	837,173
New Mexico	1,483,477	761,076	459,888	328,804	69,461	49,376	34,481	45,992	37,608	392,019	330,382
New York	19,008,671	10,934,176	4,143,355	2,432,906	496,095	443,234	289,031	4,506,245	1,344,610	6,326,072	1,748,423
North Carolina	4,256,922	2,608,437	1,241,045	580,332	303,011	212,819	115,988	848,247	230,088	1,211,132	437,353
North Dakota	705,400	309,589	158,263	97,471	33,468	36,882	23,555	69,171	20,921	219,521	176,290
Ohio	7,020,996	4,134,869	2,404,962	1,298,620	402,155	335,460	196,009	775,494	461,393	1,916,549	969,578
Oklahoma	2,369,970	1,315,468	560,026	244,255	126,978	151,131	111,169	252,127	91,375	661,085	393,417
Oregon	2,306,241	1,158,879	171,329	...	96,206	145,287	88,130	686,248	125,474	719,159	428,203
Pennsylvania	9,682,562	6,265,514	3,109,716	1,753,184	514,750	726,844	287,157	1,327,816	786,976	2,573,781	8[illegible]3,267
Rhode Island	901,164	458,260	259,913	140,601	41,439	23,866	17,851	111,965	43,610	278,094	164,810
South Carolina	2,351,026	1,364,466	806,707	471,477	163,079	60,538	31,001	351,244	122,924	734,194	252,366
South Dakota	552,039	223,602	192,352	114,895	37,480	21,723	14,917	...	2,969	209,204	119,233
Tennessee	2,938,353	1,703,951	1,257,780	834,749	200,768	164,284	87,045	24,857	170,848	932,757	301,645
Texas	9,074,114	5,389,980	3,690,328	2,031,730	477,689	616,254	280,023	...	...	2,289,813	1,394,321
Utah	1,200,082	605,961	346,548	259,230	58,777	27,904	16,629	188,894	29,448	393,531	200,590
Vermont	524,826	233,845	115,379	32,765	23,460	26,223	19,138	66,487	18,700	208,650	82,331
Virginia	4,176,167	2,335,734	1,091,917	489,208	276,250	126,603	84,577	874,817	164,790	1,160,491	679,942
Washington	3,804,925	2,448,039	1,872,483	1,389,839	232,676	140,212	73,677	...	...	941,583	415,303
West Virginia	1,725,679	980,751	701,983	486,215	84,248	58,136	40,461	182,941	21,014	568,978	175,950
Wisconsin	4,769,342	3,089,233	1,174,120	762,224	176,600	149,845	97,584	1,324,679	284,979	1,183,888	496,221
Wyoming	576,028	289,484	164,012	115,969	36,052	39,806	29,296	...	...	199,305	87,239

*Source: U.S. Bureau of the Census, *State Government Finances in 1978.*

... Represents zero.

Table 4
SUMMARY OF EXPENDITURE, BY CHARACTER AND OBJECT AND BY STATE: 1978*
(In thousands of dollars)

		Direct expenditure										
				Capital outlay								
State	*Intergov-ernmental expenditure*	*Total*	*Current operation*	*Total*	*Construction*	*Land and existing structures*	*Equipment*	*Assistance and subsidies*	*Interest on debt*	*Insurance benefits and repayments*	*Exhibit: total personal services*
All states	$67,287,260	$136,544,931	$86,152,619	$16,063,867	$13,260,282	$1,171,030	$1,632,555	$8,340,693	$5,493,105	$20,494,647	$40,518,891
Alabama	856,355	2,394,810	1,641,222	381,845	331,462	2,541	47,842	102,480	48,014	221,249	760,785
Alaska	265,975	1,023,271	566,016	246,312	226,781	10,427	9,104	22,977	57,477	130,489	362,373
Arizona	814,662	1,252,685	836,370	206,192	170,444	7,028	28,720	53,034	3,794	153,295	441,714
Arkansas	505,103	1,179,436	795,848	196,535	162,630	9,863	24,042	64,037	7,336	115,680	367,824
California	9,905,969	14,722,567	10,274,417	937,908	643,925	113,331	180,652	154,697	291,965	3,063,580	4,618,765
Colorado	746,746	1,532,313	1,092,449	208,267	177,228	15,172	15,867	28,958	11,243	191,396	589,095
Connecticut	593,857	2,195,650	1,318,581	164,994	135,159	11,930	17,905	179,548	166,885	365,642	615,645
Delaware	183,973	541,058	350,879	59,850	45,504	564	13,782	32,734	36,228	61,367	182,439
Florida	2,235,987	3,476,837	2,166,369	654,785	496,026	121,497	37,262	177,790	113,463	364,430	1,287,554
Georgia	1,177,775	2,715,207	1,720,910	530,227	476,344	17,246	36,637	126,686	65,040	272,344	820,731
Hawaii	49,711	1,445,510	924,462	197,242	163,522	25,327	8,393	108,947	82,680	132,179	524,898
Idaho	225,063	612,006	401,803	112,277	92,482	13,378	6,417	27,662	4,943	65,321	189,820
Illinois	2,869,480	7,083,434	4,031,400	645,895	545,278	30,197	70,420	948,425	263,296	1,194,418	1,602,922
Indiana	1,481,065	2,248,158	1,617,163	294,812	219,470	14,172	61,170	54,016	27,854	254,313	757,359
Iowa	969,801	1,772,350	1,165,871	265,589	205,994	37,688	21,907	155,468	8,575	176,847	601,615
Kansas	474,426	1,272,212	892,647	157,982	128,778	7,599	21,605	87,012	18,620	115,951	454,765
Kentucky	774,679	2,466,349	1,456,308	495,569	424,681	38,046	32,842	159,470	112,069	242,933	749,355
Louisiana	1,116,896	2,801,191	1,785,131	435,826	350,563	61,027	24,236	104,833	104,013	371,388	854,911
Maine	274,718	843,507	543,655	70,366	61,443	2,608	6,315	60,319	30,748	138,419	211,830
Maryland	1,199,885	2,928,150	1,833,668	381,990	331,773	18,203	32,014	220,054	157,113	335,325	820,903
Massachusetts	1,577,703	4,316,936	2,495,354	342,127	305,315	25,571	11,241	540,545	301,318	637,592	972,536
Michigan	3,071,384	6,418,793	4,251,474	443,929	355,508	13,135	75,286	783,276	122,053	818,061	1,759,092
Minnesota	1,960,373	2,513,579	1,842,214	289,719	231,728	21,113	36,878	42,618	77,361	261,667	823,245
Mississippi	691,567	1,368,157	992,453	160,511	128,136	9,894	22,481	62,639	42,276	110,278	370,931
Missouri	812,678	2,196,461	1,430,929	292,605	219,382	43,132	30,091	181,982	26,837	264,108	689,250

Montana	215,838	652,496	418,588	121,052	107,407	8,594	5,051	18,723	6,352	87,781	198,885
Nebraska	347,780	797,047	559,833	146,647	117,390	8,687	20,570	47,751	2,470	40,346	291,008
Nevada	197,202	576,943	302,997	108,650	93,155	4,843	10,652	10,883	6,148	148,265	157,461
New Hampshire	105,117	603,212	411,962	102,295	91,050	4,533	6,712	27,660	22,470	38,825	162,422
New Jersey	2,162,892	4,774,009	2,842,375	411,384	336,304	43,736	31,344	75,182	281,242	1,163,826	983,764
New Mexico	461,088	868,162	610,305	136,822	116,715	3,695	16,412	39,184	10,143	71,708	323,483
New York	10,075,469	11,320,271	5,590,773	1,243,128	1,142,755	43,255	57,118	478,430	1,575,083	2,432,857	3,521,981
North Carolina	1,960,984	2,711,101	1,834,793	493,712	383,470	41,210	69,032	24,814	62,014	295,768	1,017,306
North Dakota	177,804	521,340	363,828	80,122	67,497	2,046	10,579	18,383	3,353	55,654	168,376
Ohio	2,610,757	6,266,043	3,327,936	838,098	720,656	58,595	58,847	483,987	181,353	1,434,669	1,507,169
Oklahoma	631,479	1,683,953	1,193,323	200,503	154,461	11,238	34,804	98,904	49,664	141,559	543,162
Oregon	608,505	1,984,864	1,227,137	162,121	126,137	17,053	18,931	162,952	145,457	287,197	623,605
Pennsylvania	3,054,225	8,669,180	4,828,702	471,560	392,092	46,711	32,757	1,366,618	353,335	1,648,965	2,036,782
Rhode Island	170,414	896,582	589,135	47,937	37,944	4,288	5,705	72,959	32,587	153,964	259,334
South Carolina	650,372	1,934,289	1,384,345	250,588	193,690	10,106	46,792	64,028	62,988	172,340	638,098
South Dakota	85,935	495,739	335,488	95,230	83,488	3,439	8,303	26,280	15,840	22,901	146,817
Tennessee	798,272	2,293,2[illegible]4	1,552,571	338,896	260,289	26,066	52,541	92,900	63,370	245,547	741,297
Texas	2,724,758	5,828,7[illegible]0	4,115,377	945,797	816,139	30,421	99,237	173,010	104,427	490,139	1,980,120
Utah	369,324	930,561	645,641	135,184	98,966	12,325	73,893	50,523	11,406	87,807	309,140
Vermont	97,068	473,887	332,691	46,624	36,123	1,154	9,347	31,147	24,311	39,114	130,391
Virginia	1,045,710	3,275,953	2,304,298	522,353	425,108	49,738	47,507	157,596	61,135	230,571	1,114,150
Washington	1,138,795	3,111,222	1,920,901	378,398	317,459	33,210	27,729	212,498	69,663	529,762	928,257
West Virginia	461,282	1,593,118	902,860	300,831	262,486	19,429	18,916	60,485	72,730	256,212	413,481
Wisconsin	2,149,735	2,605,916	1,911,132	216,391	166,538	9,059	40,794	54,180	89,699	334,514	768,912
Wyoming	150,624	356,382	218,035	96,190	83,407	6,910	5,873	11,409	4,664	26,084	123,133

**Source:* U.S. Bureau of the Census, *State Government Finances in 1978.*

Table 5
STATE GENERAL EXPENDITURE IN TOTAL AND FOR SELECTED FUNCTIONS, BY STATE: 1978*
(In thousands of dollars)

State	Total general expenditure(a)	Education	Public welfare	Highways	Hospitals	Natural resources	Health	Corrections	Financial administration	General control	Employment security administration	Police
All states	$179,802,319	$69,702,197	$35,776,175	$18,478,997	$9,363,722	$3,411,055	$4,519,609	$3,275,113	$2,482,285	$2,330,635	$1,757,022	$1,826,149
Alabama	2,917,344	1,394,622	374,263	390,909	191,861	64,250	70,478	50,643	30,245	38,811	16,306	22,042
Alaska	1,158,757	390,023	72,798	169,902	13,346	70,130	26,421	20,802	23,090	44,844	13,122	16,542
Arizona	1,908,722	944,884	108,915	263,306	64,665	31,389	47,684	37,952	36,854	18,137	24,403	36,119
Arkansas	1,568,859	604,519	273,111	264,490	76,980	46,097	33,686	22,009	24,947	11,029	18,180	15,800
California	21,561,937	7,694,472	6,248,651	1,253,894	689,457	467,964	527,573	364,611	324,425	163,545	146,453	232,042
Colorado	2,087,663	1,023,841	328,447	250,920	109,745	49,422	46,212	40,339	34,209	45,863	15,884	23,411
Connecticut	2,396,896	678,099	492,821	193,072	171,779	20,550	40,524	52,396	31,113	47,647	32,135	29,443
Delaware	655,677	298,031	81,642	52,392	24,336	10,234	16,710	16,974	11,649	18,065	6,109	11,123
Florida	5,338,260	2,436,457	481,895	656,896	236,318	174,019	234,047	181,815	62,430	114,278	51,742	64,868
Georgia	3,620,638	1,522,947	565,578	511,955	191,855	92,283	139,976	88,271	36,204	34,323	33,079	34,316
Hawaii	1,363,042	484,688	213,426	70,579	67,908	31,991	39,657	18,495	16,019	32,539	13,539	883
Idaho	747,193	284,004	84,855	143,078	15,745	41,431	25,843	9,614	12,187	9,203	10,996	7,370
Illinois	8,758,496	3,377,959	2,171,116	877,663	381,217	95,308	167,033	131,757	98,674	101,173	74,851	66,661
Indiana	3,474,910	1,548,092	430,478	449,305	178,460	67,240	74,147	53,710	45,358	26,378	33,405	37,504
Iowa	2,483,976	1,082,315	372,586	415,065	151,103	61,398	22,331	35,818	35,571	21,176	27,292	18,764
Kansas	1,630,687	711,997	294,992	235,200	98,196	48,641	19,797	27,298	26,268	22,198	16,322	9,762
Kentucky	2,998,095	1,237,519	460,789	519,067	68,966	66,911	86,249	45,453	41,169	53,907	12,239	47,900
Louisiana	3,546,699	1,380,713	477,262	501,082	254,767	83,911	78,078	66,308	45,999	35,196	31,537	43,502
Maine	943,763	327,209	204,076	112,304	30,130	34,488	21,447	11,045	13,680	13,034	13,616	8,516
Maryland	3,738,006	1,277,592	594,180	400,429	236,488	38,844	107,563	120,331	80,818	56,727	22,982	98,778
Massachusetts	5,241,387	1,369,074	1,525,686	391,681	271,502	34,654	173,486	77,634	50,588	60,594	47,441	35,350
Michigan	8,362,694	3,241,314	2,082,036	711,816	384,311	121,208	226,694	145,661	96,858	85,254	99,611	79,026
Minnesota	4,212,285	1,830,832	719,326	413,313	197,556	109,949	42,964	52,457	45,946	43,319	28,531	32,920
Mississippi	1,879,091	804,907	288,677	248,350	89,670	66,251	41,813	20,618	13,233	14,232	30,275	21,567
Missouri	2,745,031	1,103,775	491,570	415,535	188,688	72,458	76,121	41,762	29,226	31,980	40,205	32,307

Montana	746,481	267,122	76,629	147,459	24,826	34,798	26,071	13,132	24,491	10,335	8,545	8,624
Nebraska	1,104,481	353,766	157,692	206,113	69,467	44,427	27,461	21,893	12,888	14,421	12,508	10,960
Nevada	608,552	226,884	54,353	109,028	13,374	17,679	21,287	26,364	21,115	8,924	20,478	7,345
New Hampshire	576,467	145,566	86,576	106,687	40,789	13,547	14,915	8,121	8,138	6,678	6,730	6,753
New Jersey	5,773,075	1,901,402	1,254,696	315,983	321,130	75,500	101,312	80,351	86,498	78,886	63,814	67,737
New Mexico	1,257,542	612,470	110,098	164,152	57,796	34,135	26,393	15,195	25,994	25,774	9,831	12,668
New York	17,845,735	5,672,720	4,347,172	814,389	1,197,136	81,854	473,622	357,790	232,293	453,781	186,361	105,185
North Carolina	4,376,317	2,061,728	525,582	559,208	289,351	105,219	115,871	136,268	45,130	63,009	38,393	48,442
North Dakota	643,490	248,944	64,315	108,583	24,610	25,307	9,304	4,496	6,573	4,493	1,979	3,206
Ohio	7,179,902	2,836,917	1,329,902	789,372	452,082	88,036	236,053	128,347	116,806	44,850	83,567	42,006
Oklahoma	2,116,117	954,148	402,822	269,739	109,379	41,506	21,302	53,489	26,914	23,236	18,300	24,724
Oregon	2,229,335	788,731	423,504	282,073	100,798	86,849	48,709	41,421	64,450	34,282	13,493	33,699
Pennsylvania	9,625,932	3,316,660	2,761,652	859,490	605,169	127,942	245,800	109,715	130,471	113,107	99,152	128,707
Rhode Island	902,431	272,166	235,690	38,290	76,283	9,026	32,598	18,569	16,260	22,478	14,207	9,557
South Carolina	2,194,746	975,805	277,098	209,233	143,840	57,524	105,135	49,367	26,422	20,501	23,592	26,542
South Dakota	558,773	170,972	77,932	98,008	35,932	22,830	13,647	5,313	12,045	13,127	10,312	6,017
Tennessee	2,846,009	1,218,082	468,030	433,141	144,975	53,321	68,985	66,052	33,681	33,710	37,840	26,421
Texas	8,063,369	4,293,953	1,165,418	935,167	583,370	129,698	100,277	99,013	89,979	61,925	93,890	78,900
Utah	1,182,654	600,005	158,387	118,578	48,662	35,675	29,110	17,135	18,390	12,261	16,743	9,844
Vermont	504,792	163,225	87,218	57,614	17,932	18,530	20,155	9,594	9,968	9,620	7,454	8,065
Virginia	3,935,066	1,542,646	526,804	692,998	291,774	52,737	131,082	117,549	64,683	42,515	31,270	61,899
Washington	3,575,413	1,686,824	582,229	392,971	119,224	122,101	71,943	74,694	51,755	25,333	39,100	32,147
West Virginia	1,738,405	654,887	203,283	369,195	60,849	40,283	42,545	12,837	25,967	21,076	15,837	14,967
Wisconsin	4,421,137	1,529,964	930,861	384,358	136,339	72,508	138,662	68,000	54,670	36,014	36,046	19,821
Wyoming	455,990	156,725	29,056	104,965	12,896	19,002	10,836	6,635	9,944	6,847	7,325	5,397

Source: U.S. Bureau of the Census, *State Government Finances in 1978*.

(a) Does not represent sum of state figures because total includes miscellaneous expenditure not shown separately.

Table 6
STATE DEBT OUTSTANDING AT END OF FISCAL YEAR, BY STATE: 1978*
(In thousands of dollars, except per capita amounts)

			Long-term				*Net long-term(a)*	
State	*Total*	*Per capita*	*Total*	*Full faith and credit*	*Non-guaranteed*	*Short-term*	*Total*	*Full faith and credit*
All states	$102,568,904	$ 471.82	$99,671,459	$46,315,817	$53,355,642	$2,897,445	$72,089,246	$39,146,673
Alabama	999,931	267.22	999,931	133,255	866,676	...	970,274	129,050
Alaska	1,128,051	2,799.13	1,103,051	595,448	507,603	25,000	825,684	595,150
Arizona	97,984	41.62	97,984	...	97,984	...	82,994	...
Arkansas	175,647	80.35	175,511	...	175,511	136	157,994	...
California	7,071,395	317.19	7,023,970	5,821,796	1,202,174	47,425	5,351,162	4,379,617
Colorado	310,448	116.27	306,663	...	306,663	3,785	157,329	...
Connecticut	3,318,476	1,070.82	3,311,765	2,366,082	945,683	6,711	2,540,670	2,163,644
Delaware	767,336	1,316.19	761,197	413,347	347,850	6,139	710,670	398,229
Florida	2,344,012	272.75	2,344,012	620,480	1,723,532	...	1,609,019	169,226
Georgia	1,345,733	264.70	1,345,733	512,031	833,702	...	1,271,743	505,414
Hawaii	1,694,172	1,888.71	1,674,351	1,336,906	337,445	19,821	1,663,507	1,335,077
Idaho	129,798	147.83	125,610	1,000	124,610	4,188	77,485	943
Illinois	5,143,875	457.52	5,067,482	2,147,710	2,919,772	76,393	3,491,504	2,091,043
Indiana	594,668	110.66	555,751	...	555,751	38,917	443,187	...
Iowa	227,227	78.46	227,227	...	227,227	...	199,085	...
Kansas	421,871	179.67	421,860	...	421,860	11	391,162	...
Kentucky	2,617,463	748.27	2,617,463	315,350	2,302,113	...	1,685,799	315,350
Louisiana	2,041,858	514.84	2,041,708	1,485,692	556,016	150	1,833,795	1,317,017
Maine	697,983	639.76	697,972	273,680	424,292	11	463,007	273,680
Maryland	3,793,640	915.67	3,793,640	2,173,755	1,619,885	...	3,556,508	2,158,500
Massachusetts	5,059,534	876.26	4,680,555	3,222,934	1,457,621	378,979	3,692,572	3,210,271
Michigan	2,150,756	234.06	2,089,559	709,765	1,379,794	61,197	1,216,407	686,050
Minnesota	1,770,303	441.69	1,770,303	825,406	945,257	...	1,708,604	820,966
Mississippi	1,296,874	539.47	1,294,488	1,217,808	76,680	2,386	818,702	767,216
Missouri	554,465	114.09	544,465	72,690	471,775	10,000	388,568	61,459
Montana	136,213	173.52	136,213	6,975	129,238	...	72,616	5,735
Nebraska	56,014	35.79	56,014	...	56,014	...	33,506	...
Nevada	246,362	373.28	240,062	68,923	171,139	6,300	66,635	61,214
New Hampshire	420,080	482.30	413,030	242,155	170,875	7,050	381,175	233,792
New Jersey	4,733,400	646.02	4,699,721	1,720,963	2,978,758	33,679	3,087,296	1,701,061
New Mexico	344,783	284.47	344,667	18,906	325,761	116	260,197	14,307
New York	22,395,201	1,261.84	20,686,325	3,933,458	16,752,867	1,708,876	12,395,487	3,192,949
North Carolina	778,069	139.51	777,559	587,578	189,981	510	745,896	572,001
North Dakota	81,427	124.89	81,427	13,875	67,552	...	33,897	...
Ohio	3,439,948	320.02	3,438,948	2,103,420	1,335,528	1,000	3,157,761	2,098,738
Oklahoma	1,104,430	383.48	1,074,255	242,119	832,136	30,175	892,605	150,828
Oregon	3,108,701	1,271.97	3,108,701	2,991,466	117,235	...	263,960	184,794
Pennsylvania	6,521,461	555.02	6,371,837	3,849,711	2,522,126	149,624	5,816,848	3,563,454
Rhode Island	861,493	921.38	849,333	277,970	571,363	12,160	685,956	276,285
South Carolina	1,762,897	604.15	1,761,647	586,965	1,174,682	1,250	1,328,450	518,012
South Dakota	386,506	560.15	375,546	...	375,546	10,960	103,708	...
Tennessee	1,383,130	317.45	1,317,608	741,595	576,013	65,522	884,291	739,600
Texas	2,122,736	163.11	2,122,730	877,975	1,244,755	6	1,779,336	716,564
Utah	290,567	222.32	290,567	80,000	210,567	...	180,053	58,349
Vermont	461,450	947.54	460,612	233,197	227,415	838	389,866	233,197
Virginia	1,255,759	243.93	1,096,979	35,172	1,061,807	158,780	431,353	12,603
Washington	1,445,071	382.90	1,445,071	1,165,255	279,816	...	1,231,553	1,159,149
West Virginia	1,388,422	746.46	1,375,322	866,544	508,778	13,100	1,197,946	866,544
Wisconsin	1,990,749	425.46	1,974,499	1,426,820	547,679	16,250	1,850,159	1,409,601
Wyoming	100,535	237.11	100,535	...	100,535	...	29,849	...

**Source:* U.S. Bureau of the Census, *State Government Finances in 1978.*

... Represents zero.

Note: Debt figures include revenue bonds and other special obligations of state agencies as well as state general obligations.

(a) Long-term debt outstanding minus long-term debt offsets.

Table 7
STATE SPENDING LIMITATIONS AS OF NOVEMBER 1979*

State	*Nature of limitation*	*Approved by*	*Applicable to*	*Basis*
Arizona	Permanent	Voters	Appropriations from state tax revenue	Cannot exceed 7 percent of total state personal income
California	Permanent	Voters	Limits growth in state spending from tax proceeds	Lesser of: growth in U.S. consumer price index plus population growth; or growth in state per capita personal income plus population growth
Colorado	Temporary (a)	Legislation	Annual increases in state spending	Limited to 7 percent
Hawaii	Permanent	Voters	(1) Limits increases in state general fund spending (2) Limits debt service payments	(1) Limited to rate of growth in state economy (2) Limited to specified percentage of general fund revenue
Michigan	Permanent	Voters	State cannot incur expenses which exceed the sum of the revenue limit, federal aid, and prior surplus	Revenue limit—as set by constitutional formula
Nevada	Permanent	Legislation	State budget for any 2-year period, other than for construction	Base period—2-year budget beginning July 1975, adjusted for population changes and consumer price index changes
New Jersey	Permanent	Legislation	Expenditures other than from federal grants, or those paid to local governments or for debt service	Expenditure increases limited to growth in per capita personal income since base year
Oregon	Temporary (b)	Legislation	Growth of state government appropriations for general government purposes	Limited to rate of growth of personal income in Oregon in 2 preceding calendar years
South Carolina	Permanent	Legislation	State spending	Limited to 95 percent of current year's revenues; any remainder to be put into special reserve fund
Tennessee	Permanent	Legislation (c)	Rate of growth in state appropriations from state tax revenues	Rate of growth in state economy, based upon personal income within state and a projected economic index
Texas	Permanent	Voters	Rate of growth of appropriations from nondedicated state tax revenues	Limited to rate of growth of state economy
Utah	Permanent	Legislation	State government appropriations	Cannot exceed a specific limit determined by formula, based upon prior-year appropriation adjusted by growth in personal income
Washington	Permanent	Voters	State tax revenue	Growth in general state revenue limited to growth in Washington personal income

**Source:* Commerce Clearing House, *State Tax Reports.*

Note: Although these spending limits are applicable as indicated, most of the states made provisions for exceptions, generally pertaining to expenditures for debt service on existing state debt.

(a) A proposed constitutional amendment limiting state spending was defeated by the voters in November 1978. The state legislature initially passed the spending limit, effective through 1982-83, then extended the limit indefinitely after the proposed constitutional amendment was defeated.

(b) Applies only to the biennium beginning July 1, 1979. A proposal to permanently limit increases in state operating expenses was defeated by the voters in November 1978.

(c) Implemented by a constitutional amendment.

Table 8
LIMITATIONS ON STATE DEFICITS: CONSTITUTIONAL AND STATUTORY

	Constitutional debt restrictions		Balance budget appropriations		Execution		
State or other jurisdiction	*Debt limit*	*Exceed limit by popular vote*	*Budget must balance expenditure with revenue*	*Legis. approp. must balance expenditure with revenue*	*Reduce expenditure if revenue short fall*	*Must tax to cover deficit*	*Prohibitory provisions: at least one is*
Alabama	$300,000	. . .	. . .	. . .	. . .	. . .	C
Alaska	V	. . .	C(a)	. . .	. . .	. . .	C
Arizona	$350,000	. . .	. . .	. . .	. . .	. . .	C
Arkansas	. . .	. . .	. . .	. . .	S(b)	. . .	S
California	$300,000	. . .	C	. . .	. . .	. . .	C
Colorado	$100,000	. . .	. . .	C	C	. . .	C
Connecticut	. . .	. . .	S(c)	S	S(d)	. . .	S
Delaware	. . .	. . .	. . .	S	. . .	. . .	S
Florida	. . .	. . .	. . .	C	S	. . .	C
Georgia	(e)	. . .	. . .	C	. . .	. . .	C
Hawaii	. . .	. . .	S	S	S	. . .	S
Idaho	$2,000,000	★	. . .	C	. . .	. . .	C
Illinois	. . .	. . .	C	C	. . .	. . .	C
Indiana	(f)	. . .	. . .	. . .	. . .	. . .	C
Iowa	$250,000	. . .	. . .	. . .	. . .	. . .	C
Kansas	$1,000,000	★	. . .	. . .	S	. . .	S
Kentucky	$500,000	★	S	. . .	S	. . .	C
Louisiana	. . .	. . .	. . .	C	S(g)	. . .	C
Maine	$2,000,000	★	S	. . .	. . .	. . .	C
Maryland	. . .	. . .	C	C	. . .	. . .	C
Massachusetts	. . .	. . .	C	. . .	. . .	. . .	. . .
Michigan	. . .	. . .	C	. . .	C	. . .	C
Minnesota	P	. . .	. . .	. . .	S	. . .	C
Mississippi	1.5 x revenue of any one of 4 preceding yrs.	. . .	S	S	S	. . .	C
Missouri	$1,000,000	★	. . .	. . .	C(g)	. . .	C
Montana	. . .	. . .	. . .	C	. . .	. . .	C
Nebraska	$100,000	. . .	. . .	. . .	. . .	. . .	C
Nevada	. . .	. . .	S	C,S(h)	. . .	C	C
New Hampshire	. . .	. . .	S	. . .	S(g)	. . .	. . .
New Jersey	1% of approp.	★	. . .	C	. . .	. . .	C
New Mexico	$200,000	★(i)	. . .	. . .	. . .	. . .	C
New York	. . .	. . .	C	. . .	. . .	. . .	. . .
North Carolina	. . .	. . .	S	. . .	S	. . .	C
North Dakota	(j)	. . .	. . .	. . .	. . .	. . .	. . .
Ohio	$750,000	. . .	. . .	. . .	. . .	. . .	C
Oklahoma	. . .	. . .	. . .	C(k)	C	. . .	C
Oregon	$50,000 + AV[P]	. . .	S	C	S	C	C
Pennsylvania	. . .	. . .	C	C	. . .	. . .	C
Rhode Island	$50,000	★	. . .	. . .	S	. . .	C
South Carolina	. . .	. . .	. . .	C,R	S	C	C
South Dakota	$100,000	. . .	S	. . .	S	. . .	C
Tennessee	. . .	. . .	C	C	C	. . .	C
Texas	$200,000	. . .	. . .	. . .	. . .	. . .	C
Utah	AV	. . .	S	C	S	. . .	C
Vermont	. . .	. . .	. . .	. . .	. . .	. . .	. . .
Virginia	T(l), T[P,V]	. . .	S	. . .	S	. . .	C
Washington	(m)	. . .	S(c)	. . .	S	. . .	S
West Virginia	No debt allowed	. . .	. . .	C	S	. . .	C
Wisconsin	AV, P(n)	. . .	. . .	. . .	. . .	. . .	. . .
Wyoming	AV,T	. . .	. . .	. . .	. . .	. . .	. . .
Dist. of Col.	. . .	. . .	. . .	C(o)	. . .	. . .	. . .
Puerto Rico	. . .	. . .	. . .	C	. . .	. . .	. . .

Symbols:

AV—Percentage of property value
C—Constitution
P—Specified purposes only
R—Rule of house
S—Statute
T—Percentage of taxes
V—Popular vote required for any debt

(a) Implicit—governor shall submit bills for budget and revenue recommendations.

(b) Responsibility of each agency.

(c) Recommendation can include increased debt.

(d) Permissive if projected deficit is under 3%; mandatory if over 3% of original budget.

(e) Total not to exceed 15% of the total revenue receipts in the preceding fiscal year.

(f) No debt except to meet casual deficits in the revenue payment of interest and defense. A deficit budget or appropriation is not considered a casual deficit.

(g) Permissive, not mandatory.

(h) Statute covers supplemental appropriations only.

(i) In no case over 1 percent of assessed valuation.

(j) Limit on basis of value of state property.

(k) Constitution limits appropriation ceiling to five-year average revenue increase.

(l) Limit for "casual deficits" is 30 percent of 1.15 times previous year's income and sales tax collections, and must be paid off in 12 months.

(m) Percentage of revenues.

(n) $100,000 limit on casual deficits.

(o) District charter.

STATE AND LOCAL GOVERNMENT FINANCES IN 1977-78*

DURING THE 1977-78 period, economic conditions were conducive to general prosperity for the government sector, although exceptions did exist. The nation's unemployment rate dropped significantly, from 7.4 percent at the start of 1977 to 5.8 percent in mid-1978.[1] This greatly eased the pressure on state government unemployment compensation funds, which had been severely strained during the mid-decade recession. In the 1975 and 1976 fiscal periods, expenditures from unemployment compensation funds had exceeded their revenue by about $4 billion and $2.7 billion, respectively, as state governments were forced to draw down on their fund balances and to seek advances from the federal government. During fiscal 1977 and 1978, unemployment compensation trust fund revenue exceeded expenditure by about $800 million and $2.4 billion, respectively, while the assets in these funds were built back up again.

During fiscal 1977, more governments were both willing and able to borrow money, as market conditions for such activity remained generally favorable. Long-term debt issued by all state and local governments reached almost $40 billion, an increase of 23.6 percent over the fiscal 1977 total and 89.3 percent over the $21.1 billion issued during the recession year of fiscal 1975.

Slow but steady economic growth, combined with a persistent and high rate of inflation, helped to ease the fiscal pressure on many governments, and led to a surplus of funds in many instances. General revenue of state and local governments increased more rapidly than general expenditure for the third consecutive year. Overall, state and local government total revenue exceeded total expenditure by $24.8 billion, with general revenue exceeding general expenditure by $19 billion.

Yet, while governments generally experienced a relative degree of fiscal prosperity, specific instances of financial trouble continued to appear. In addition to New York City's continued problems, other municipalities were faced with tough decisions on service cutbacks, and some school districts did cut back their school terms as a means of staying within their budgets. As the fiscal 1977-78 year came to a close, the approval of Proposition 13 by voters in California gave notice to governments that the future could well bring a change to their roles in society.

Government Revenue

Tax collections were the major source of revenue growth for state and local govern-

---

*Adapted by Maurice Criz, Senior Advisor, and David Kellerman, Statistician, Governments Division, U.S. Bureau of the Census, from the Bureau's report, *Government Finances in 1977-78*, and prior annual reports. The financial statistics for 1977-78 relate to governmental fiscal years which ended June 30, 1978, or at some date within the previous 12 months, with the following exceptions: the state government and the school districts of Alabama, having fiscal years which ended September 30, 1978; the state government and the school districts of Texas, having fiscal years which ended August 31, 1978; and the state government of Michigan having a fiscal year which ended September 30, 1978.

ments. Fueled in part by inflation and rising levels of personal income, tax collections increased by $17.8 billion over fiscal 1977, to a total of $193.6 billion. This amounted to $888 per capita.

Overall, tax collections of all three levels of government (federal, state, and local) reached $468.2 billion, an increase of 11.5 percent over fiscal 1977 collections. On a per capita basis, this amounted to $2,147. It should be noted that the Social Security taxes collected by the federal government from employees and employers are treated as federal insurance trust revenue in Census Bureau data, and thus are not reflected in the federal total of tax collections. These collections for Social Security amounted to $73.1 billion in fiscal 1978.

State and local government income taxes continued as the fastest growing major tax source. Total income tax collections rose 14.3 percent during fiscal 1978 and accounted for 13.9 percent of all state and local government general revenue. With personal income increasing at a rate of 11.5 percent between the second quarter of 1977 and 1978, individual income tax collections of state and local governments rose sharply, by 13.4 percent during fiscal 1978. Corporate net income taxes grew even faster, however—by 17.1 percent.

Sales and gross receipts taxes remained the largest source of tax revenue for states and localities in total. Such taxes, including both those on general sales and those on the sale of selective items, totaled $67.6 billion, or 21.4 percent of all state and local government general revenue.

Property tax collections continued to decline in relative importance as a government revenue source. Ten years ago, property tax collections accounted for 27 percent of all state and local government general revenue and 42 percent of all local government general revenue. By fiscal 1978, such taxes were 21 percent of all state and local government general revenue and 33 percent of all local government general revenue. What is more, the importance of property taxation will decline even further as a result of tax and spending limitation measures being imposed in the wake of Proposition 13. For example, property tax collections of all governments for the 12-month period ending September 30, 1979, showed an actual decrease (of about $3 billion) over collections of the same 12-month period ending in 1978.[2]

Along with the declining importance of property taxes as a revenue source, governments have relied increasingly on intergovernmental revenue, especially that from the federal government. As indicated in Table 2, intergovernmental aid accounted for 43 percent of total local government general revenue in fiscal 1978, exceeding tax collections in importance as a revenue source. Revenue from the federal government accounted for 22 percent of all state and local general revenue. Ten years ago, such federal aid accounted for about 17 percent of all state and local general revenue. Included in the total of federal aid is the receipt of federal general revenue sharing monies, which have accounted for between 2 and 3 percent of all state and local general revenue annually since the program's inception.

The complexity of financing state and local government programs can be seen from Table 6, which shows the significance of intergovernmental aid among the levels of government. The importance of federal aid varied among the state areas, ranging from between 18.3 percent to 31.7 percent of total state and local general revenue, and contributing 53.3 percent of the general revenue of the District of Columbia.

As a result of the tax limitation measures which have taken effect in numerous states, the "charges and miscellaneous general revenue" category may well become more significant in the future. As local governments are restricted in their imposition of the property tax, they could turn more to user charges to finance particular types of services. This would enable governments to maintain maximum levels of service while staying within the imposed budgetary restrictions.

Government Expenditure

State and local government expenditure increased at a slower rate than did revenue through fiscal 1978. General expenditure increased 8.2 percent to $297 billion, utility expenditure rose 19.2 percent to $24 billion, and government-operated liquor stores expenditure increased 8.1 percent to $2.3 billion. Only the insurance trust financial sector showed a decrease in total expenditure during the year, a result of decreases in the payments from unemployment compensation funds.

As indicated in Table 8, per capita direct general expenditure of state and local governments amounted to over $1,355. There was a great deal of variation, however, among the states, both in terms of total general expenditure and for the many functional categories of expenditure. Total per capita direct expenditure of all levels of government amounted to $3,418 with the federal government accounting for $1,835 of this total.

On a functional basis, there was little change in the distribution of state and local government direct general expenditure. Education ($110.8 billion), public welfare ($37.7 billion), highways ($24.6 billion), hospitals ($18.6 billion), and police ($11.3 billion) continued to account for most state and local outlays during fiscal 1978.

Interest payments on general debt for state and local governments amounted to almost $12 billion. If interest payments on utility debt of state and local governments are combined with their payments on general government debt, the total would amount to $14 billion, or $64 per capita. When combined with the interest payments on federal debt, total interest expenditure for fiscal 1978 was $53.4 billion, or $245 per capita.

Government Debt

Indebtedness of all levels of government amounted to $4,865 per capita at the close of fiscal 1978. The federal share of this figure was $3,579, the state government share $471, and the local government share $814.

Table 1 gives an indication of the extent to which variation in per capita indebtedness exists among the states. Alaska had the largest per capita state and local debt burden ($7,925), with the District of Columbia ($3,791) and New York ($2,738) ranked next. Idaho had the lowest per capita debt ($407), along with North Carolina ($491) and Iowa ($529). Of the state and local total long-term debt of $269 billion, 53 percent was full faith and credit (guaranteed) debt.

Data Presentation

Tables presented here contain data covering state and local governments only, except for Table 2, which presents summary data for all three levels of government—federal, state, and local. National summaries are presented in Tables 2 and 3, with all other tables presenting data on a state-by-state basis.

Per capita amounts were computed on the basis of estimated resident population of the United States as of July 1 of the specified year.

Table 9 shows selected items of state and local government finance in relation to personal income. Estimates of personal income can be used as one of the measures of the relative fiscal capacity of states.

Use of the terms "general" revenue, "general" expenditure, and "general" debt refers to the general government sector, i.e., all government activity excluding liquor stores operation, insurance trust systems, and local utilities. The latter sector is comprised of electric, gas, and water supply, and transit systems operated by government units. Effective with fiscal 1977, the coverage of the utility sector was expanded to include state-operated utilities. For years prior to 1977, utility coverage was applicable only to local governments. This classification change should be kept in mind if current data are being compared with pre-1977 data.

Footnotes

1. Reflects seasonally adjusted data.
2. *Quarterly Summary of State and Local Tax Revenue, June-September 1979* (Washington, D.C.: Department of Commerce, U.S. Bureau of the Census, January 1980).

Table 1
INDEBTEDNESS OF STATE AND LOCAL GOVERNMENTS AT END OF FISCAL 1978, BY STATE*
(In millions of dollars, except per capita amounts)

State or other jurisdiction	*Total*	*Long-term debt*		*Short-term debt*	*Per capita debt*	
		Total	*Full faith and credit*		*Total*	*Long-term only*
United States	$280,433.0	$269,003.4	$142,522.5	$11,429.6	$1,286.01	$1,233.59
Alabama	3,714.1	3,629.4	1,181.9	84.7	992.54	969.90
Alaska	3,193.8	3,167.9	1,044.9	25.9	7,925.06	7,860.73
Arizona	3,469.2	3,442.8	1,475.9	26.4	1,473.76	1,462.55
Arkansas	1,301.2	1,266.4	466.4	34.8	595.26	579.33
California	20,585.0	20,212.4	12,889.5	372.6	923.34	906.63
Colorado	2,541.1	2,500.2	1,454.1	40.8	951.71	936.41
Connecticut	5,196.0	4,823.1	3,602.3	372.9	1,676.67	1,556.33
Delaware	1,164.9	1,153.3	654.8	11.5	1,998.04	1,978.26
Florida	9,292.5	9,160.9	3,011.6	131.6	1,081.27	1,065.96
Georgia	5,236.4	5,172.6	1,517.0	63.8	1,029.97	1,017.42
Hawaii	2,089.7	2,062.5	1,687.8	27.2	2,329.65	2,299.29
Idaho	356.9	339.8	161.3	17.1	406.53	387.00
Illinois	12,848.9	11,731.4	5,988.8	1,117.5	1,142.84	1,043.44
Indiana	3,086.9	2,968.3	775.2	118.6	574.41	552.35
Iowa	1,531.6	1,515.6	742.2	16.1	528.88	523.33
Kansas	2,918.7	2,846.9	827.6	71.8	1,243.06	1,212.48
Kentucky	5,293.8	5,251.0	1,332.0	42.9	1,513.38	1,501.13
Louisiana	5,239.0	5,201.0	3,103.1	37.9	1,320.97	1,311.41
Maine	1,221.0	1,144.6	647.5	76.4	1,119.14	1,049.09
Maryland	7,353.6	7,199.6	5,219.1	153.9	1,774.93	1,737.78
Massachusetts	8,894.4	8,024.3	6,173.0	870.1	1,540.42	1,389.72
Michigan	9,345.7	9,048.2	5,758.9	297.5	1,017.05	984.68
Minnesota	5,520.2	5,398.5	3,550.1	121.7	1,377.30	1,346.93
Mississippi	2,337.3	2,299.7	1,827.6	37.6	972.26	956.62
Missouri	3,261.5	3,201.6	1,444.1	60.0	671.10	658.76
Montana	619.2	607.9	163.3	11.4	788.84	774.36
Nebraska	3,746.3	3,618.4	548.4	127.9	2,393.81	2,312.10
Nevada	889.5	878.0	435.8	11.4	1,347.66	1,330.37
New Hampshire	794.8	767.5	558.3	27.3	912.56	881.19
New Jersey	9,938.6	9,376.9	4,870.6	561.7	1,356.43	1,279.77
New Mexico	1,294.1	1,292.9	293.3	1.1	1,067.72	1,066.78
New York	48,600.1	45,209.6	23,610.6	3,390.5	2,738.34	2,547.31
North Carolina	2,737.1	2,598.3	1,953.7	138.8	490.79	465.90
North Dakota	660.6	649.6	187.6	11.1	1,013.25	996.27
Ohio	9,323.4	8,321.9	5,031.2	1,001.5	867.37	774.20
Oklahoma	2,583.1	2,516.0	1,119.9	67.1	896.91	873.61
Oregon	4,839.2	4,778.8	3,964.7	60.4	1,980.03	1,955.32
Pennsylvania	16,218.7	15,662.2	7,695.6	556.5	1,380.32	1,332.95
Rhode Island	1,371.4	1,236.8	593.2	134.6	1,466.77	1,322.83
South Carolina	3,160.2	3,120.2	1,460.9	40.0	1,083.00	1,069.29
South Dakota	646.9	635.0	82.4	11.8	937.50	920.36
Tennessee	5,273.4	5,065.1	2,751.3	208.3	1,210.33	1,162.52
Texas	15,364.3	15,146.0	7,893.3	218.3	1,180.60	1,163.82
Utah	913.2	913.1	553.8	0.2	698.73	698.60
Vermont	642.9	609.4	328.4	33.5	1,320.04	1,251.28
Virginia	4,463.8	4,169.4	2,482.8	294.4	867.09	809.90
Washington	9,808.3	9,750.9	3,535.1	57.3	2,598.91	2,583.71
West Virginia	2,015.5	1,976.1	1,047.6	39.5	1,083.61	1,062.39
Wisconsin	4,348.9	4,288.9	3,408.2	60.0	929.45	916.62
Wyoming	608.0	607.8	205.5	0.2	1,433.89	1,433.43
Dist. of Col.	2,578.2	2,444.9	1,210.6	133.3	3,791.44	3,595.40

**Source:* U.S. Bureau of the Census, *Governmental Finances in 1977-78.*

Note: Because of rounding, detail may not add to total.

Table 2
SUMMARY OF GOVERNMENTAL FINANCES, BY LEVEL OF GOVERNMENT: 1977-78*
(In millions of dollars, except per capita amounts)

Sources	All governments	Federal government	State and local governments			Per capita		
			Total	State	Local	Total	Federal government	State and local governments
Total revenue	$731,736(a)	$431,280	$371,607(a)	$225,011	$214,518(a)	$3,355.59(a)	$1,977.76	$1,704.11(a)
Total general revenue	565,583(a)	320,773	315,960(a)	189,099	194,783(a)	2,593.64(a)	1,471.00	1,448.93(a)
Intergovernmental revenue	(a)	1,558	69,592	53,461	84,053	...	7.14	319.14
From federal government	(a)	...	69,592	50,200	19,393	...	...	319.14
From state governments	(a)	1,558	(a)	...	64,661	(a)	7.14	...
From local governments	(a)	...	(a)	3,261	(a)	(a)	...	(a)
Revenue from own sources	731,736	429,722	302,014	171,550	130,464	3,335.59	1,970.61	1,384.97
General revenue from own sources	565,583	319,215	246,368	135,638	110,730	2,593.64	1,463.85	1,129.79
Taxes	468,161	274,519	193,642	113,261	80,381	2,146.89	1,258.89	888.00
Property	66,422	...	66,422	2,364	64,058	304.60	...	304.60
Individual income	214,164	180,988	33,176	29,105	4,071	982.11	829.97	152.14
Corporation income	70,690	59,952	10,738	10,738	(b)	324.17	274.93	49.24
Sales and gross receipts	93,049	25,453	67,596	58,270	9,326	426.70	116.72	309.98
Customs duties	6,823	6,823	...	...	...	31.29	31.29	...
General sales and gross receipts	41,473	...	41,473	35,280	6,193	190.19	...	190.19
Selective sales and gross receipts	44,753	18,630	26,123	22,990	3,133	205.23	85.43	119.80
Motor fuel	14,681	5,083	9,598	9,501	97	67.33	23.31	44.02
Alcoholic beverages	8,018	5,594	2,424	2,286	137	36.77	25.65	11.12
Tobacco products	6,236	2,451	3,785	3,654	132	28.60	11.24	17.36
Public utilities	7,578	2,902	4,676	2,617	2,060	34.75	13.31	21.44
Other	8,240	2,600	5,640	4,932	708	37.79	11.92	25.86
Motor vehicle and operators licenses	5,167	...	5,167	4,836	331	23.69	...	23.69
Death and gift tax	7,127	5,285	1,842	1,842	(c)	32.68	24.24	8.45
All other	11,541	2,841	8,700	6,106	2,594	52.96	13.03	39.90
Charges and miscellaneous general revenue	97,422	44,696	52,726	22,377	30,349	446.76	204.97	241.79
Current charges	61,836	27,135	34,701	13,554	21,146	283.57	124.44	159.13
Miscellaneous general revenue	35,586	17,561	18,025	8,823	9,202	163.19	80.53	82.66
Utility revenue	17,252	...	17,252	962	16,290	79.12	...	79.12
Liquor stores revenue	2,759	...	2,759	2,388	371	12.65	...	12.65
Insurance trust revenue	146,142	110,507	35,635	32,562	3,073	670.18	506.76	163.42
Total expenditure	745,438	479,297	346,786	203,832	211,081(a)	3,418.42(a)	2,197.95(a)	1,590.29(a)
Intergovernmental expenditure	(a)	79,172	1,472(a)	67,287	2,313(a)	(a)	363.07	6.75(a)
To federal government	(a)	...	1,472	1,472	...	(a)	...	6.75
To state governments	(a)	52,043	(a)	...	2,313	(a)	238.66	(a)
To local governments	(a)	27,129	(a)	65,815	(a)	(a)	124.41	(a)
Direct expenditure	745,438	400,125	345,313	136,545	208,768	3,418.42	1,834.89	1,583.53
By type:								
General expenditure	564,338	268,828	295,510	112,515	182,995	2,587.94	1,232.79	1,355.15
Utility expenditure	23,960	...	23,960	1,544	22,416	109.88	...	109.88
Liquor stores expenditure	2,317	...	2,317	1,991	326	10.63	...	10.63
Insurance trust expenditure	154,822	131,297	23,525	20,495	3,031	709.98	602.10	107.88
By character and object:								
Current operation	402,168	152,946	249,222	86,153	163,070	1,844.26	701.38	1,142.89
Capital outlay	81,058	36,289	44,769	16,064	28,705	371.71	166.41	205.30
Construction	44,720	8,521	36,199	13,260	22,939	205.08	39.08	166.00
Equipment, land, and existing structures	36,337	27,768	8,569	2,804	5,766	166.63	127.34	39.30

Assistance and subsidies	54,016	40,263	13,753	8,341	5,413	247.71	184.64	63.07
Interest on debt	53,374	39,330	14,044	5,493	8,551	244.76	180.36	64.40
Insurance benefits and repayments	154,822	131,297	23,525	20,495	3,031	709.98	602.10	107.88
Exhibit: expenditure for salaries and wages	211,630	73,927(d)	137,703	40,519	97,184	970.49	339.01	631.48
Direct general expenditure, by function	564,338	268,828	295,510	112,515	182,995	2,587.94	1,232.79	1,355.15
Selected federal programs:								
National defense and international relations	114,811	114,811	...	...	...	526.50	526.50	...
Postal service	15,271	15,271	...	...	...	70.03	70.03	...
Space research and technology	3,983	3,983	...	...	...	18.27	18.27	...
Education services:								
Education	118,750	7,992	110,758	29,577	81,181	544.56	36.65	507.91
Local schools	76,703	...	76,703	654	76,049	351.74	...	351.74
Institutions of higher education	28,391	...	28,391	23,259	5,131	130.19	...	130.19
Other	13,656	7,992	5,664	5,664	...	62.62	36.65	25.98
Libraries	1,518	156	1,362	107	1,255	6.96	0.72	6.24
Social services and income maintenance:								
Public welfare	54,225	16,546	37,679	25,729	11,950	248.66	75.88	172.79
Categorical cash assistance	18,091	7,700	10,391	5,712	4,678	82.96	35.31	47.65
Other cash assistance	2,407	1,049	1,358	623	734	11.04	4.81	6.23
Other public welfare	33,727	7,797	25,930	19,393	6,537	154.67	35.76	118.91
Hospitals	22,837	4,189	18,648	9,249	9,399	104.72	19.21	85.51
Health	10,249	3,946	6,303	3,070	3,233	47.00	18.10	28.90
Social insurance administration	3,943	2,179	1,764	1,757	7	18.08	9.99	8.09
Veterans' services	10,830	10,776	54	54	...	49.66	49.42	0.25
Transportation:								
Highways	24,886	277	24,609	14,658	9,951	114.12	1.27	112.85
Airports	3,834	2,217	1,617	244	1,373	17.58	10.17	7.42
Water transport and terminals	2,284	1,530	754	236	518	10.48	7.02	3.46
Parking facilities	270	...	270	...	270	1.24	...	1.24
Public Safety:								
Police protection	12,877	1,571	11,306	1,683	9,623	59.05	7.20	51.85
Fire protection	4,802	...	4,802	...	4,802	22.02	...	22.02
Correction	5,317	336	4,981	3,157	1,824	24.38	1.54	22.84
Protective inspection and regulation	1,889	...	1,889	1,325	564	8.66	...	8.66
Environment and housing:								
Natural resources	26,298	22,073	4,225	3,241	984	120.60	101.22	19.38
Sewerage	7,142	...	7,142	300	6,842	32.75	...	32.75
Housing and urban renewal	6,044	2,345	3,699	165	3,534	27.72	10.75	16.96
Parks and recreation	6,732	1,462	5,270	1,013	4,257	30.87	6.70	24.17
Sanitation other than sewerage	2,727	...	2,727	...	2,727	12.51	...	12.51
Governmental administration:								
Financial administration	8,240	2,948	5,292	2,460	2,833	37.79	13.52	24.27
General control	8,418	1,417	7,001	2,240	4,762	38.60	6.50	32.11
General public buildings (state-local)	2,561	...	2,561	588	1,973	11.74	...	11.74
Interest on general debt	51,313	39,330	11,983	5,268	6,715	235.31	180.36	54.95
Other and unallocable	32,289	13,473	18,816	6,396	12,420	148.07	61.78	86.29
Indebtedness								
Gross debt outstanding at end of fiscal year	1,060,856	780,423	280,433	102,569	177,864	4,864.86	3,578.85	1,286.01

*Source: U.S. Bureau of the Census, *Governmental Finances in 1977-78.*

Note: Because of rounding, detail may not add to totals. Local government amounts are estimates subject to sampling variations.

... Represents zero.

(a) Duplicative transactions between levels of government are excluded.
(b) Minor amount included in individual income tax figures.
(c) Minor amount included in "All other" taxes.
(d) Includes pay and allowance for military personnel, amounting to $39,248 million.

Table 3

SUMMARY OF STATE AND LOCAL GOVERNMENT FINANCES: 1973-74 TO 1977-78*

(In millions of dollars, except per capita amounts)

	1977-78							Per capita				
Sources	*Total*	*State*	*Local*	*1976-77*	*1975-76*	*1974-75*	*1973-74*	*1977-78*	*1976-77*	*1975-76*	*1974-75*	*1973-74*
Revenue, total	$371,607	$221,750	$149,857	$337,747	$303,287	$264,013	$237,856	$1,704.11	$1,561.24	$1,412.88	$1,238.79	$1,125.20
From federal government	69,592	50,200	19,393	62,575	55,589	47,034	41,820	319.14	289.25	258.96	220.69	197.83
Revenue from own sources	302,014	171,550	130,464	275,172	247,697	216,979	196,036	1,384.97	1,271.99	1,153.91	1,018.10	927.37
General revenue from own sources	246,368	135,638	110,730	223,221	200,586	181,137	165,850	1,129.79	1,031.85	934.44	849.93	784.57
Taxes	193,642	113,261	80,381	175,879	156,813	141,465	130,673	888.00	813.01	730.52	663.78	618.16
Property	66,422	2,364	64,058	62,535	57,001	51,491	47,705	304.60	289.07	265.54	241.60	225.67
Sales and gross receipts	67,596	58,270	9,326	60,595	54,547	49,815	46,098	309.98	280.10	254.11	233.74	218.07
General	41,473	35,280	6,193	36,313	32,044	29,102	26,314	190.19	167.86	149.28	136.55	124.48
Selective	26,123	22,990	3,133	24,282	22,502	20,713	19,784	119.80	112.24	104.83	97.19	93.59
Individual income	33,176	29,105	4,071	29,245	24,575	21,454	19,491	152.14	135.19	114.48	100.67	92.20
Corporation net income	10,738	10,738	(a)	9,174	7,273	6,642	6,015	49.24	42.41	33.88	31.17	28.45
Other taxes	15,710	12,784	2,925	14,330	13,417	12,063	11,365	72.04	66.24	62.50	56.60	53.76
Charges and miscellaneous	52,726	22,377	30,349	47,343	43,774	39,668	35,177	241.79	218.84	203.92	186.13	166.41
Insurance trust revenue	35,635	32,562	3,073	35,148	31,985	22,507	18,439	163.42	162.47	149.00	105.61	87.23
Utility revenue	17,252	962	16,290	14,191	12,573	10,687	9,392	79.12	65.60	58.57	50.99	44.43
Liquor stores revenue	2,759	2,388	371	2,612	2,553	2,468	2,355	12.65	12.07	11.89	11.58	11.14
Expenditure, total	346,786	138,017	208,768	322,780	304,228	269,215	226,032	1,590.29	1,492.06	1,417.26	1,263.20	1,069.27
To federal government	1,472	1,472	...	1,387	1,181	975	341	6.75	6.41	5.48	4.57	1.62
Direct expenditure by character and object	345,313	136,545	208,768	321,393	303,047	268,340	225,691	1,583.54	1,485.65	1,411.78	1,258.63	1,067.65
Current operation	249,222	86,153	163,070	224,241	204,387	180,976	154,810	1,142.88	1,036.56	952.15	849.17	733.96
Capital outlay	44,769	16,064	28,705	44,896	46,531	44,824	38,084	205.30	207.53	216.77	210.32	180.16
Construction	36,199	13,260	22,939	36,068	38,299	36,356	30,542	166.00	166.72	178.42	170.59	144.48
Equipment (b)	8,570	2,804	5,766	8,829	5,375	5,101	4,192	39.30	40.47	25.04	23.93	19.83
Land and existing structures (b)					2,857	3,367	3,350			13.31	15.80	15.85
Assistance and subsidies	13,753	8,341	5,413	13,103	12,494	11,146	11,290	63.07	60.57	58.21	52.30	53.41
Insurance benefits and repayments	23,525	20,495	3,031	26,141	27,954	21,209	12,667	107.89	120.84	130.23	99.53	59.92
Interest on debt	14,044	5,493	8,551	13,012	11,681	10,087	8,840	64.40	60.15	54.42	47.33	41.82
Exhibit: Expenditure for personal services	137,703	40,519	97,184	125,525	116,466	106,168	94,054	631.48	580.24	542.56	498.16	444.93
Direct expenditure, by function	345,313	136,545	208,768	321,393	303,047	268,340	225,691	1,583.54	1,485.65	1,411.78	1,258.63	1,067.65
Direct general expenditure	295,510	112,515	182,995	273,001	255,550	229,746	198,618	1,355.15	1,261.96	1,190.51	1,078.01	939.57
Education	110,758	29,577	81,181	102,805	97,216	87,858	75,833	507.91	475.22	452.89	412.24	358.74
Local schools	76,703	654	77,357	71,343	67,674	61,485	53,059	351.74	329.78	315.26	288.50	251.00
Institutions of higher education	28,391	23,259	5,132	26,205	24,304	21,702	18,884	130.19	121.13	113.22	101.83	89.33
Other education	5,664	5,664	...	5,257	5,239	4,670	3,890	25.98	24.30	24.41	21.91	18.40
Public welfare	37,679	25,729	11,950	34,564	31,435	27,191	24,745	172.79	159.73	146.44	127.58	117.06
Highways	24,609	14,658	9,951	23,105	23,907	22,528	19,946	112.85	106.80	111.37	105.71	94.36
Hospitals	18,648	9,249	9,399	17,201	15,726	14,432	12,493	85.51	79.51	73.26	67.72	59.10
Police protection	11,306	1,683	9,623	10,380	9,531	8,526	7,289	51.85	47.98	44.40	40.01	34.48
Sewerage	7,142	300	6,842	6,537	5,937	5,262	4,080	32.75	30.22	27.66	24.69	19.30
General control	7,001	2,240	4,762	6,264	5,711	5,046	4,371	32.11	28.96	26.61	23.68	20.68
Health	6,303	3,070	3,233	5,342	4,960	4,414	3,452	28.90	24.69	23.11	20.71	16.33
Natural resources	4,225	3,241	984	5,004	4,662	4,223	3,661	19.38	23.13	21.72	19.82	17.32
Financial administration	5,292	2,460	2,833	4,433	3,960	3,594	3,165	24.27	20.49	18.45	16.86	14.97
Fire protection	4,802	...	4,802	4,293	3,898	3,522	3,037	22.02	19.84	18.16	16.53	14.37
Parks and recreation	5,270	1,012	4,258	3,871	3,864	3,462	2,951	24.17	17.89	18.00	16.24	13.96

Correction	4,981	3,157	1,824	4,347	3,784	3,375	2,805	22.84	20.09	17.63	15.84	13.27
Housing and urban renewal	3,699	165	3,534	3,410	3,151	3,460	3,461	16.96	15.76	14.68	16.23	16.37
General public buildings	2,561	588	1,973	2,409	2,557	2,314	1,902	11.74	11.14	11.91	10.86	9.00
Sanitation other than sewerage	2,727	...	2,727	2,336	2,302	2,176	1,915	12.51	10.80	10.73	10.21	9.06
Employment security administration	1,764	1,757	7	1,706	1,576	1,514	1,308	8.09	7.89	7.34	7.10	6.18
Airports	1,617	245	1,373	1,327	1,501	1,448	1,301	7.42	6.13	6.99	6.79	6.15
Interest on general debt	11,983	5,268	6,715	11,394	10,269	8,782	7,666	54.95	52.67	47.84	41.21	36.27
Other and unallocable	23,143	8,116	15,025	22,273	19,605	16,620	13,236	106.13	103.02	91.38	77.98	62.62
Insurance trust expenditure	23,525	20,495	3,031	26,140	27,954	21,209	12,667	107.89	120.83	130.23	99.52	59.92
Utility expenditure	23,960	1,544	22,416	20,108	17,451	15,276	12,487	109.88	92.95	81.30	71.68	59.07
Liquor stores expenditure	2,317	1,991	326	2,143	2,091	2,009	1,919	10.63	9.91	9.74	9.43	9.07
Debt outstanding at end of fiscal year	280,433	102,569	177,864	257,532	240,532	219,926	206,616	1,286.01	1,190.46	1,120.53	1,031.93	977.42
Long-term	269,003	99,671	169,332	244,147	221,754	200,140	189,953	1,233.59	1,128.59	1,033.05	939.08	898.59
Full faith and credit	142,523	46,316	96,207	137,749	131,064	115,622	110,951	653.58	636.75	610.57	542.52	524.86
Nonguaranteed	126,481	53,356	73,125	106,398	90,690	84,518	79,002	580.01	491.83	422.48	396.57	373.73
Short-term	11,430	2,897	8,532	13,385	18,777	19,786	16,663	52.41	61.87	87.47	92.84	78.83
Long-term debt issued	39,980	16,983	22,987	32,342	31,671	21,125	23,219	183.34	149.50	147.54	99.12	109.84
Long-term debt retired	16,715	5,935	10,780	13,219	11,348	10,904	9,956	76.65	61.11	52.87	51.16	47.09
Cash and security holdings, by type	318,676	210,899	107,776	270,621	243,304	222,951	212,059	1,461.38	1,250.66	1,133.44	1,046.12	1,003.16
Unemp. Comp. Fund balance in U.S. Treasury	7,431	7,429	1	4,931	4,435	6,860	10,817	34.08	22.79	20.66	32.18	51.17
Other deposits and cash	73,296	25,366	47,930	65,744	59,463	58,037	53,777	336.12	303.83	277.01	272.32	254.40
Securities	237,950	178,104	59,845	199,946	179,405	158,056	147,464	1,091.19	924.04	835.77	741.63	697.59
Federal	63,449	38,792	24,658	48,467	38,746	35,842	34,695	290.96	223.99	180.50	168.18	164.13
State and local government	12,078	7,490	4,588	10,551	10,150	3,197	3,892	55.38	48.76	47.28	15.00	18.41
Other	162,422	131,823	30,599	140,929	130,505	119,016	108,876	744.83	651.29	607.96	558.44	515.05

**Source*: U.S. Bureau of the Census, *Governmental Finances in 1977-78*, and prior annual reports.

(a) Minor amount included in individual income tax figure.

(b) Equipment and land and existing structures are combined into a single category effective with fiscal 1976-77 data.

Table 4
GENERAL REVENUE OF STATE AND LOCAL GOVERNMENTS, BY SOURCE AND BY STATE: 1977-78*
(In millions of dollars)

State or other jurisdiction	*Total general revenue*	*From federal government*	*All general revenue from own sources*	*Taxes*			*Charges and miscellaneous general revenue*
				Total	*Property*	*Other*	
United States	$315,960.0	$69,592.4	$246,367.6	$193,641.7	$66,422.0	$127,219.7	$52,725.8
Alabama	4,224.9	1,155.9	3,069.0	2,117.7	257.7	1,860.0	951.3
Alaska	1,532.1	346.0	1,186.1	753.9	325.5	428.4	432.2
Arizona	3,327.7	659.2	2,668.5	2,134.0	801.7	1,332.3	534.5
Arkansas	2,333.3	708.4	1,624.9	1,208.8	257.5	951.3	416.1
California	41,559.9	8,311.8	33,248.1	27,365.2	11,011.4	16,353.8	5,882.9
Colorado	4,021.3	859.6	3,161.7	2,354.2	841.5	1,512.7	807.5
Connecticut	4,324.3	852.5	3,471.8	2,915.8	1,351.5	1,564.3	556.1
Delaware	989.2	246.8	742.4	549.9	85.0	464.9	192.5
Florida	10,357.1	2,130.5	8,226.7	6,011.4	1,961.1	4,050.3	2,215.3
Georgia	6,388.9	1,676.1	4,712.8	3,418.5	985.1	2,433.4	1,294.3
Hawaii	1,673.9	478.1	1,195.8	949.9	155.4	794.5	245.9
Idaho	1,121.5	289.1	832.4	615.4	188.6	426.8	217.0
Illinois	15,298.9	2,904.7	12,394.2	10,309.7	3,658.3	6,651.4	2,084.5
Indiana	6,095.5	1,136.3	4,959.2	3,797.6	1,315.1	2,482.5	1,161.6
Iowa	3,842.5	790.0	3,052.6	2,300.3	878.6	1,421.7	752.2
Kansas	3,071.0	562.9	2,508.1	1,873.1	785.3	1,087.8	635.0
Kentucky	4,064.1	1,066.6	2,997.5	2,315.3	421.7	1,893.6	682.2
Louisiana	5,325.9	1,352.4	3,973.5	2,840.9	387.0	2,453.9	1,132.6
Maine	1,433.3	410.4	1,022.9	826.7	316.0	510.7	196.2
Maryland	6,690.6	1,454.0	5,236.5	4,079.9	1,164.3	2,915.6	1,156.6
Massachusetts	9,680.7	2,311.3	7,369.4	6,340.2	3,013.7	3,326.5	1,029.2
Michigan	14,481.8	3,131.3	11,350.5	8,810.8	3,198.8	5,612.0	2,539.7
Minnesota	6,593.3	1,303.9	5,289.4	4,013.5	1,205.8	2,807.7	1,275.8
Mississippi	2,861.2	849.3	2,011.9	1,414.8	307.7	1,107.1	597.1
Missouri	5,329.5	1,325.1	4,004.4	3,173.9	948.1	2,225.8	830.4
Montana	1,223.6	365.9	857.7	641.3	308.6	332.7	216.5
Nebraska	2,155.1	411.1	1,744.0	1,274.4	547.2	727.2	469.6
Nevada	1,145.4	247.1	898.2	662.7	207.9	454.8	235.6
New Hampshire	986.7	246.8	739.9	583.1	342.9	240.2	156.8
New Jersey	10,811.4	2,031.6	8,779.8	7,276.1	3,493.9	3,782.2	1,503.7
New Mexico	1,878.6	509.0	1,369.6	924.5	149.1	775.4	445.1
New York	35,174.4	7,085.5	28,088.9	23,219.4	8,364.6	14,854.8	4,869.4
North Carolina	6,152.5	1,603.0	4,549.5	3,583.8	836.8	2,747.0	965.7
North Dakota	985.9	246.2	739.7	470.3	156.4	313.9	269.4
Ohio	12,509.0	2,594.5	9,914.5	7,529.9	2,652.5	4,877.4	2,384.6
Oklahoma	3,490.5	864.2	2,626.3	1,900.8	385.6	1,515.2	725.6
Oregon	4,012.9	1,053.9	2,959.0	2,130.5	885.6	1,244.9	828.6
Pennsylvania	15,625.3	3,438.6	12,186.7	10,125.7	2,615.9	7,509.8	2,060.9
Rhode Island	1,347.0	358.7	988.3	793.0	337.3	455.7	195.3
South Carolina	3,302.1	851.0	2,451.1	1,795.3	406.3	1,389.0	655.9
South Dakota	905.1	250.7	654.3	471.1	222.4	248.7	183.2
Tennessee	4,866.6	1,254.7	3,611.9	2,672.0	639.7	2,032.3	939.9
Texas	15,420.7	3,037.8	12,382.9	9,205.6	3,289.0	5,916.6	3,177.2
Utah	1,756.7	466.6	1,290.1	951.1	268.6	682.5	339.0
Vermont	754.0	239.3	514.7	407.5	172.1	235.4	107.2
Virginia	6,500.7	1,500.0	5,000.7	3,894.6	1,092.1	2,802.5	1,106.1
Washington	5,918.9	1,185.7	4,733.1	3,506.1	1,081.0	2,425.1	1,227.0
West Virginia	2,258.2	656.7	1,601.5	1,256.1	223.6	1,032.5	345.4
Wisconsin	7,144.9	1,433.3	5,711.6	4,538.6	1,525.2	3,013.4	1,173.0
Wyoming	903.8	225.5	678.3	490.0	197.5	292.5	188.3
Dist. of Col.	2,107.3	1,122.4	984.8	846.6	197.8	648.8	138.2

**Source:* U.S. Bureau of the Census, *Governmental Finances in 1977-78.*
Note: Because of rounding, detail may not add to total.

Table 5

PER CAPITA GENERAL REVENUE OF STATE AND LOCAL GOVERNMENTS, BY SOURCE AND BY STATE: 1977-78*

State or other jurisdiction	*Total*	*From federal government*	*All general revenue from own sources*	*Taxes*			*Charges and miscellaneous general revenue*
				Total	*Property*	*Other*	
U.S. average	$1,448.93	$ 319.14	$1,129.79	$ 888.00	$ 304.60	$ 583.40	$ 241.79
Alabama	1,129.05	308.90	820.15	565.93	68.87	497.06	254.22
Alaska	3,801.79	858.51	2,943.28	1,870.84	807.81	1,063.03	1,072.44
Arizona	1,413.65	280.04	1,133.61	906.53	340.55	565.98	227.09
Arkansas	1,067.37	324.07	743.31	552.96	117.80	435.16	190.35
California	1,864.17	372.83	1,491.35	1,227.47	493.92	733.55	263.88
Colorado	1,506.09	321.94	1,184.14	881.73	315.17	566.56	302.41
Connecticut	1,395.38	275.09	1,120.30	940.87	436.09	504.78	179.42
Delaware	1,696.77	423.41	1,273.36	943.15	145.80	797.35	330.21
Florida	1,205.16	247.90	957.26	699.49	228.19	471.30	257.77
Georgia	1,256.66	329.68	926.99	672.40	193.76	478.64	254.59
Hawaii	1,866.07	532.95	1,333.11	1,058.99	173.28	885.72	274.12
Idaho	1,277.37	329.27	948.10	700.93	214.75	486.18	247.17
Illinois	1,360.75	258.35	1,102.40	916.99	325.38	591.61	185.41
Indiana	1,134.25	211.44	922.81	706.67	244.72	461.95	216.14
Iowa	1,326.83	272.78	1,054.06	794.31	303.39	490.92	259.74
Kansas	1,307.91	239.75	1,068.17	797.72	334.44	463.28	270.44
Kentucky	1,161.84	304.92	856.92	661.90	120.55	541.35	195.02
Louisiana	1,342.88	340.99	1,001.89	716.32	97.58	618.74	285.57
Maine	1,313.76	376.17	937.59	757.72	289.67	468.05	179.86
Maryland	1,614.92	350.97	1,263.94	984.77	281.03	703.74	279.18
Massachusetts	1,676.60	400.29	1,276.31	1,098.06	521.95	576.11	178.24
Michigan	1,575.99	340.77	1,235.22	958.84	348.11	610.73	276.38
Minnesota	1,645.02	325.32	1,319.70	1,001.38	300.85	700.53	318.32
Mississippi	1,190.18	353.28	836.90	588.53	128.01	460.52	248.37
Missouri	1,096.60	272.66	823.94	653.06	195.08	457.99	170.88
Montana	1,558.69	466.07	1,092.62	816.89	393.15	423.74	275.74
Nebraska	1,377.05	262.68	1,114.37	814.29	349.62	464.67	300.07
Nevada	1,735.41	374.46	1,360.95	1,004.07	314.95	689.12	356.88
New Hampshire	1,132.83	283.31	849.52	669.46	393.67	275.80	180.06
New Jersey	1,475.56	277.28	1,198.28	993.06	476.86	516.20	205.22
New Mexico	1,550.01	419.99	1,130.03	762.79	123.02	639.78	367.24
New York	1,981.88	399.23	1,582.65	1,308.28	471.30	836.98	274.37
North Carolina	1,103.19	287.43	815.76	642.60	150.05	492.55	173.16
North Dakota	1,512.16	377.62	1,134.54	721.37	239.87	481.50	413.17
Ohio	1,163.74	241.37	922.36	700.52	246.76	453.76	221.85
Oklahoma	1,211.99	300.07	911.92	659.99	133.90	526.09	251.93
Oregon	1,641.94	431.22	1,210.72	871.73	362.36	509.37	339.03
Pennsylvania	1,329.81	292.65	1,037.17	861.77	222.63	639.13	175.40
Rhode Island	1,440.66	383.62	1,057.04	848.18	360.73	487.45	208.87
South Carolina	1,131.64	291.64	839.99	615.24	139.23	476.02	224.75
South Dakota	1,311.68	363.38	948.30	682.81	322.25	360.56	265.50
Tennessee	1,116.95	287.97	828.99	613.27	146.81	466.46	215.72
Texas	1,184.97	233.46	951.51	707.36	252.73	454.63	242.44
Utah	1,344.05	356.98	987.07	727.73	205.54	522.19	259.34
Vermont	1,548.28	491.46	1,056.82	836.70	353.31	483.39	220.11
Virginia	1,262.75	291.37	971.38	756.52	212.14	544.38	214.86
Washington	1,568.33	314.19	1,254.15	929.02	286.43	642.60	325.12
West Virginia	1,214.08	353.04	861.04	675.34	120.23	555.12	185.70
Wisconsin	1,527.00	306.32	1,220.69	970.00	325.97	644.03	250.69
Wyoming	2,131.59	531.84	1,599.75	1,155.73	465.71	690.03	444.02
Dist. of Col.	3,098.93	1,650.64	1,448.29	1,244.96	290.85	954.11	203.33

**Source:* U.S. Bureau of the Census, *Governmental Finances in 1977-78.*

Table 6
ORIGIN AND ALLOCATION, BY LEVEL OF GOVERNMENT, OF GENERAL REVENUE OF STATE AND LOCAL GOVERNMENTS: 1977-78*
(Dollar amounts in millions)

	By originating level of government (before transfers among governments)							*By final recipient level of government (after intergovernmental transfers)*			
		Amount			*Percent*			*Amount*		*Percent*	
State or other jurisdiction	*Total general revenue*	*Federal*	*State*	*Local*	*Federal*	*State*	*Local*	*State(a)*	*Local*	*State*	*Local*
United States	$315,960.0	$69,592.4	$135,638.1	$110,729.5	22.0	42.9	35.0	$124,438.7	$191,521.3	39.4	60.6
Alabama	4,224.9	1,155.9	1,982.4	1,086.6	27.4	46.9	25.7	2,152.4	2,072.5	50.9	49.1
Alaska	1,532.1	346.0	851.1	335.0	22.6	55.6	21.9	931.2	600.9	60.8	39.2
Arizona	3,327.7	659.2	1,533.0	1,135.5	19.8	46.1	34.1	1,249.5	2,078.3	37.5	62.5
Arkansas	2,333.3	708.4	1,066.6	558.2	30.4	45.7	23.9	1,203.7	1,129.6	51.6	48.4
California	41,559.9	8,311.8	17,090.9	16,157.2	20.0	41.1	38.9	13,997.4	27,562.5	33.7	66.3
Colorado	4,021.3	859.6	1,584.5	1,577.2	21.4	39.4	39.2	1,542.2	2,479.1	38.4	61.6
Connecticut	4,324.3	852.5	1,899.2	1,572.6	19.7	43.9	36.4	2,061.7	2,262.6	47.7	52.3
Delaware	989.2	246.8	572.7	169.7	24.9	57.9	17.2	579.5	409.8	58.6	41.4
Florida	10,357.1	2,130.5	4,233.3	3,993.3	20.6	40.9	38.6	3,351.9	7,005.2	32.4	67.6
Georgia	6,388.9	1,676.1	2,500.5	2,212.3	26.2	39.1	34.6	2,769.8	3,619.1	43.4	56.6
Hawaii	1,673.9	478.1	959.0	236.8	28.6	57.3	14.1	1,296.4	377.5	77.4	22.6
Idaho	1,121.5	289.1	509.1	323.4	25.8	45.4	28.8	555.1	566.4	49.5	50.5
Illinois	15,298.9	2,904.7	6,611.1	5,783.2	19.0	43.2	37.8	6,089.7	9,209.2	39.8	60.2
Indiana	6,095.5	1,136.3	3,022.5	1,936.7	18.6	49.6	31.8	2,475.8	3,619.7	40.6	59.4
Iowa	3,842.5	790.0	1,713.2	1,339.3	20.6	44.6	34.9	1,455.1	2,387.4	37.9	62.1
Kansas	3,071.0	562.9	1,280.8	1,227.3	18.3	41.7	40.0	1,300.0	1,770.9	42.3	57.7
Kentucky	4,064.1	1,066.6	2,209.7	787.8	26.2	54.4	19.4	2,329.7	1,734.5	57.3	42.7
Louisiana	5,325.9	1,352.4	2,614.9	1,358.6	25.4	49.1	25.5	2,620.4	2,705.5	49.2	50.8
Maine	1,433.3	410.4	664.2	358.7	28.6	46.3	25.0	771.9	661.4	53.9	46.1
Maryland	6,690.6	1,454.0	3,021.1	2,215.5	21.7	45.2	33.1	2,709.6	3,981.0	40.5	59.5
Massachusetts	9,680.7	2,311.3	3,866.4	3,503.0	23.9	39.9	36.2	4,429.8	5,250.9	45.8	54.2
Michigan	14,481.8	3,131.3	6,556.6	4,793.9	21.6	45.3	33.1	5,901.9	8,579.9	40.8	59.2
Minnesota	6,593.3	1,303.9	3,283.4	2,006.0	19.8	49.8	30.4	2,488.9	4,104.4	37.7	62.3
Mississippi	2,861.2	849.3	1,316.6	695.3	29.7	46.0	24.3	1,366.2	1,495.0	47.7	52.3
Missouri	5,329.5	1,325.1	2,050.3	1,954.1	24.9	38.5	36.7	2,163.1	3,166.4	40.6	59.4
Montana	1,223.6	365.9	438.6	419.1	29.9	35.8	34.3	541.2	682.4	44.2	55.8
Nebraska	2,155.1	411.1	835.6	908.4	19.1	38.8	42.2	926.6	1,228.5	43.0	57.0
Nevada	1,145.4	247.1	442.4	455.8	21.6	38.6	39.8	443.6	701.8	38.7	61.3
New Hampshire	986.7	246.8	343.1	396.9	25.0	34.8	40.2	467.1	519.6	47.3	52.7
New Jersey	10,811.4	2,031.6	4,277.0	4,502.8	18.8	39.6	41.6	3,943.5	6,867.9	36.5	63.5
New Mexico	1,878.6	509.0	1,091.5	278.1	27.1	58.1	14.8	1,021.3	857.3	54.4	45.6
New York	35,174.4	7,085.5	12,682.6	15,406.3	20.1	36.1	43.8	8,516.6	26,657.8	24.2	75.8
North Carolina	6,152.5	1,603.0	3,045.8	1,503.7	26.1	49.5	24.4	2,562.6	3,589.8	41.7	58.3
North Dakota	985.9	246.2	485.9	253.8	25.0	49.3	25.7	539.5	446.4	54.7	45.3
Ohio	12,509.0	2,594.5	5,104.4	4,810.1	20.7	40.8	38.5	4,241.5	8,267.5	33.9	66.1
Oklahoma	3,490.5	864.2	1,708.9	917.4	24.8	49.0	26.3	1,774.7	1,715.8	50.8	49.2
Oregon	4,012.9	1,053.9	1,587.1	1,372.0	26.3	39.5	34.2	1,660.0	2,353.0	41.4	58.6
Pennsylvania	15,625.3	3,438.6	7,108.8	5,077.9	22.0	45.5	32.5	6,961.4	8,663.9	44.6	55.4
Rhode Island	1,347.0	358.7	623.1	365.3	26.6	46.3	27.1	745.4	601.6	55.3	44.7
South Carolina	3,302.1	851.0	1,616.8	834.3	25.8	49.0	25.3	1,765.0	1,537.1	53.5	46.5
South Dakota	905.1	250.7	342.8	311.5	27.7	37.9	34.4	473.5	431.5	52.3	47.7
Tennessee	4,866.6	1,254.7	2,005.6	1,606.3	25.8	41.2	33.0	2,117.5	2,749.0	43.5	56.5
Texas	15,420.7	3,037.8	6,784.3	5,598.6	19.7	44.0	36.3	6,434.4	8,986.3	41.7	58.3
Utah	1,756.7	466.6	806.6	483.6	26.6	45.9	27.5	855.5	901.2	48.7	51.3
Vermont	754.0	239.3	316.2	198.5	31.7	41.9	26.3	465.2	288.8	61.7	38.3
Virginia	6,500.7	1,500.0	3,015.7	1,985.0	23.1	46.4	30.5	3,176.2	3,324.5	48.9	51.1
Washington	5,918.9	1,185.7	2,863.3	1,869.8	20.0	48.4	31.6	2,633.6	3,285.3	44.5	55.5
West Virginia	2,258.2	656.7	1,156.7	444.8	29.1	51.2	19.7	1,260.5	997.7	55.8	44.2
Wisconsin	7,144.9	1,433.3	3,585.5	2,126.1	20.1	50.2	29.8	2,679.4	4,465.5	37.5	62.5
Wyoming	903.8	225.5	376.7	301.6	25.0	41.7	33.4	439.9	463.9	48.7	51.3
Dist. of Col.	2,107.3	1,122.4	...	984.8	53.3	...	46.7	...	2,107.3	...	100.0

**Source:* U.S. Bureau of the Census, *Governmental Finances in 1977-78.*

Note: Because of rounding, detail may not add to totals. Local government data are estimates subject to sampling variation.

(a) Data not adjusted for federal receipts of $1,472 million from state governments (mainly for Supplemental Security Income program).

Table 7
DIRECT GENERAL EXPENDITURE OF STATE AND LOCAL GOVERNMENTS, FOR SELECTED ITEMS, BY STATE: 1977-78*
(In millions of dollars)

			Education				*Highways*		
State or other jurisdiction	*Total*	*Other than capital outlay*	*Total*	*Local schools only*	*Public welfare*	*Health and hospitals*	*Total*	*Other than capital outlay*	*Interest on general debt*
United States	$295,510.3	$257,350.3	$110,757.6	$76,702.6	$37,678.8	$24,950.6	$24,608.7	$11,710.8	$11,982.7
Alabama	4,108.8	3,428.2	1,663.5	954.3	383.0	518.5	469.2	189.1	144.4
Alaska	1,488.4	1,152.0	451.6	340.7	72.5	50.3	191.4	45.5	120.3
Arizona	3,166.0	2,604.9	1,368.3	863.0	122.5	238.3	327.6	114.7	75.2
Arkansas	2,097.6	1,768.8	818.2	554.6	275.2	214.7	277.2	125.7	51.2
California	36,874.4	33,392.6	13,699.9	9,075.6	5,944.5	2,771.3	1,768.6	945.3	688.9
Colorado	3,720.5	3,138.5	1,593.9	1,028.3	368.5	295.8	357.7	159.2	80.5
Connecticut	4,026.3	3,620.1	1,448.4	1,114.7	513.5	244.4	278.7	162.9	242.4
Delaware	862.9	750.7	357.7	212.7	82.1	41.2	62.8	35.4	53.5
Florida	10,042.9	8,359.0	3,764.5	2,693.1	529.1	1,172.2	794.8	276.3	352.4
Georgia	5,760.3	4,790.9	1,974.6	1,362.3	567.2	892.3	639.8	211.3	175.1
Hawaii	1,687.2	1,388.5	485.3	286.6	210.4	111.5	104.3	37.2	99.0
Idaho	1,074.3	882.4	408.5	265.4	88.5	93.3	160.2	65.6	14.9
Illinois	14,798.3	13,004.5	5,669.5	4,002.5	2,197.0	890.0	1,150.1	567.2	575.2
Indiana	5,320.7	4,641.1	2,384.9	1,605.6	513.6	561.2	481.5	233.5	133.1
Iowa	3,827.8	3,205.4	1,572.3	1,032.4	407.9	342.0	565.1	288.4	60.1
Kansas	3,021.8	2,438.6	1,213.8	811.5	299.6	328.4	355.4	178.5	105.6
Kentucky	3,841.5	3,117.9	1,420.3	849.2	470.7	253.3	568.1	184.3	197.8
Louisiana	5,017.9	4,207.4	1,754.8	1,206.9	482.5	514.7	635.4	266.6	237.6
Maine	1,330.6	1,159.8	474.6	349.1	205.3	66.4	169.2	104.8	53.1
Maryland	6,374.7	5,236.5	2,408.9	1,705.5	602.0	463.7	495.5	182.0	294.4
Massachusetts	8,628.2	7,849.3	2,747.6	2,232.9	1,436.2	667.3	596.7	357.5	459.1
Michigan	13,691.1	12,316.8	5,398.0	3,654.8	2,075.9	1,155.4	863.4	394.6	453.3
Minnesota	6,197.3	5,304.0	2,315.8	1,616.1	889.1	468.4	662.9	323.6	235.5
Mississippi	2,637.6	2,265.9	1,016.1	650.5	296.1	325.2	337.5	170.7	84.5
Missouri	4,830.3	4,203.6	1,894.1	1,385.9	499.3	512.2	526.4	257.8	137.6
Montana	1,189.3	968.9	503.6	375.4	89.3	73.2	187.1	73.9	29.3
Nebraska	1,970.8	1,607.9	788.1	528.4	168.4	172.7	277.9	116.8	47.8
Nevada	1,083.1	889.8	321.8	237.9	63.4	132.1	134.9	52.9	33.3
New Hampshire	979.4	802.2	346.8	240.5	119.4	60.5	150.2	77.0	40.3
New Jersey	10,274.1	9,339.6	3,695.5	2,846.0	1,329.3	569.0	579.0	369.3	521.3
New Mexico	1,588.9	1,353.0	714.7	461.0	113.5	111.8	187.8	94.2	35.0
New York	32,736.5	29,807.7	10,132.1	7,498.3	5,256.3	3,005.6	1,681.4	970.4	2,659.9
North Carolina	6,004.6	5,069.7	2,592.0	1,682.2	477.9	593.8	622.1	240.0	128.4
North Dakota	908.8	748.0	360.9	226.7	67.5	34.5	142.2	56.5	25.5
Ohio	12,731.1	10,915.0	4,891.7	3,557.7	1,595.0	1,193.4	1,012.8	506.4	426.3
Oklahoma	3,118.8	2,651.2	1,250.3	790.2	402.9	267.4	325.2	170.0	100.3
Oregon	3,925.7	3,397.2	1,507.0	984.5	432.6	246.6	316.9	175.5	202.0
Pennsylvania	14,746.9	13,366.8	5,087.8	3,831.6	2,850.7	940.9	1,122.0	714.4	803.6
Rhode Island	1,311.8	1,207.0	452.8	298.3	231.5	110.4	64.7	37.5	55.4
South Carolina	3,062.4	2,693.6	1,298.1	809.6	263.1	447.5	207.5	111.3	70.8
South Dakota	877.0	713.2	327.0	216.3	80.6	57.5	145.5	78.2	21.6
Tennessee	4,743.8	3,960.7	1,761.5	1,093.6	484.5	526.5	517.4	238.7	187.8
Texas	14,477.4	11,977.3	6,481.6	4,536.5	1,198.2	1,352.7	1,398.7	485.0	561.4
Utah	1,693.8	1,393.4	812.2	508.1	157.0	103.2	155.6	65.3	31.5
Vermont	682.2	609.0	259.3	156.6	83.7	39.5	86.9	56.3	32.2
Virginia	6,035.0	5,145.5	2,377.1	1,614.9	584.0	524.5	760.2	329.9	185.5
Washington	5,715.5	4,752.2	2,348.4	1,550.7	562.2	298.0	515.0	229.7	239.5
West Virginia	2,287.0	1,811.9	849.3	621.0	204.6	165.6	393.3	141.6	98.7
Wisconsin	6,563.2	5,908.9	2,662.7	1,712.1	996.1	522.5	608.9	379.9	194.2
Wyoming	752.8	552.9	305.5	201.7	29.8	70.5	120.4	34.1	26.4
Dist. of Col.	1,623.1	1,480.4	324.7	268.7	285.1	138.1	55.8	28.3	100.0

**Source:* U.S. Bureau of the Census, *Governmental Finances in 1977-78.*

Note: Because of rounding, detail may not add to totals.

Table 8
PER CAPITA DIRECT GENERAL EXPENDITURE OF STATE AND LOCAL GOVERNMENTS, FOR SELECTED ITEMS, BY STATE: 1977-78*

			Education				*Highways*		
State or other jurisdiction	*Total*	*Other than capital outlay*	*Total*	*Local schools only*	*Public welfare*	*Health and hospitals*	*Total*	*Capital outlay*	*Interest on general debt*
U.S. average	$1,355.15	$1,180.15	$507.91	$351.74	$172.79	$114.41	$112.85	$ 59.15	$ 54.95
Alabama	1,098.03	916.14	444.55	255.04	102.36	138.56	125.40	74.84	38.60
Alaska	3,693.23	2,858.47	1,120.47	845.33	179.80	124.92	475.04	361.99	298.61
Arizona	1,344.94	1,106.59	581.28	366.62	52.05	101.22	139.17	90.46	31.94
Arkansas	959.57	809.14	374.28	253.73	125.89	98.20	126.78	69.33	23.42
California	1,654.00	1,497.83	614.51	407.09	266.64	124.31	79.33	36.93	30.90
Colorado	1,393.45	1,175.46	596.97	385.12	138.01	110.78	133.96	74.33	30.13
Connecticut	1,299.21	1,168.13	467.39	359.70	165.71	78.85	89.94	37.37	78.23
Delaware	1,480.09	1,287.66	613.57	364.87	140.81	70.70	107.75	47.04	91.82
Florida	1,168.60	972.66	438.04	313.37	61.57	136.39	92.48	60.33	41.00
Georgia	1,133.03	942.35	388.40	267.96	111.57	175.52	125.85	84.28	34.44
Hawaii	1,880.89	1,547.93	541.03	319.49	234.57	124.32	116.23	74.86	110.37
Idaho	1,223.52	1,004.95	465.21	302.24	100.85	106.29	182.42	107.76	16.95
Illinois	1,316.22	1,156.67	504.27	356.00	195.41	79.16	102.29	51.84	51.16
Indiana	990.08	863.62	443.79	298.77	95.58	104.43	89.59	46.15	24.77
Iowa	1,321.75	1,106.85	542.93	356.47	140.86	118.08	195.13	95.56	20.76
Kansas	1,286.96	1,038.59	516.97	345.62	127.61	139.86	151.35	75.35	44.98
Kentucky	1,098.20	891.35	406.04	242.75	134.55	72.42	162.42	109.71	56.56
Louisiana	1,265.24	1,060.88	442.47	304.30	121.66	129.77	160.22	93.00	59.90
Maine	1,219.57	1,063.01	434.99	320.00	188.21	60.82	155.04	59.06	48.70
Maryland	1,538.67	1,263.95	581.44	411.65	145.30	111.93	119.61	75.67	71.05
Massachusetts	1,494.31	1,359.41	475.86	386.71	248.74	115.57	103.34	41.42	79.50
Michigan	1,489.94	1,340.39	587.44	397.74	225.91	125.73	93.96	51.02	49.33
Minnesota	1,546.22	1,323.35	577.79	403.21	221.82	116.86	165.39	84.64	58.76
Mississippi	1,097.19	942.56	422.67	270.58	123.18	135.27	140.37	69.36	35.15
Missouri	993.89	864.95	389.73	285.16	102.75	105.40	108.31	55.27	28.31
Montana	1,514.99	1,234.20	641.48	478.16	113.73	93.21	238.37	144.19	37.36
Nebraska	1,259.29	1,027.43	503.56	337.64	107.62	110.35	177.59	102.94	30.53
Nevada	1,641.13	1,348.22	487.53	360.45	96.10	200.22	204.38	124.22	50.46
New Hampshire	1,124.51	921.12	398.13	276.13	137.06	69.49	172.47	84.00	46.28
New Jersey	1,402.22	1,274.68	504.37	388.43	181.42	77.66	79.03	28.63	71.15
New Mexico	1,310.95	1,116.30	589.72	380.36	93.64	92.26	154.98	77.27	28.85
New York	1,844.52	1,679.50	570.88	422.49	296.16	169.35	94.78	40.06	149.87
North Carolina	1,076.67	909.04	464.77	301.64	85.70	106.48	111.55	68.52	23.02
North Dakota	1,393.79	1,147.19	553.50	347.62	103.48	52.85	218.06	131.41	39.11
Ohio	1,184.40	1,015.44	455.08	330.98	148.39	111.92	94.22	47.11	39.66
Oklahoma	1,082.91	920.55	434.15	274.39	139.89	92.83	112.91	53.89	34.84
Oregon	1,606.25	1,389.99	616.61	402.83	177.00	100.90	129.65	57.85	82.63
Pennsylvania	1,255.05	1,137.60	433.00	326.10	242.61	80.08	95.49	34.69	68.39
Rhode Island	1,402.95	1,290.82	484.31	319.05	247.54	118.13	69.23	29.08	59.29
South Carolina	1,049.48	923.08	444.86	277.46	97.01	153.36	71.12	32.97	24.28
South Dakota	1,271.01	1,033.63	473.92	313.50	116.83	83.30	210.87	97.51	31.28
Tennessee	1,088.77	909.03	404.28	251.01	111.20	120.84	118.74	63.96	43.11
Texas	1,112.45	920.34	498.05	348.58	92.07	103.94	107.48	79.21	43.14
Utah	1,295.98	1,066.17	621.42	388.78	120.11	78.93	119.08	69.07	24.10
Vermont	1,400.91	1,250.57	532.54	321.66	171.84	81.01	178.37	62.78	66.02
Virginia	1,172.30	999.52	461.75	313.70	113.44	101.88	147.66	83.58	25.02
Washington	1,514.43	1,259.19	622.25	410.89	148.96	78.95	136.45	75.60	63.4[illegible]
West Virginia	1,229.58	974.15	456.62	333.89	176.05	96.68	211.47	135.32	53.04
Wisconsin	1,402.69	1,262.85	569.07	365.91	212.88	111.67	130.13	48.95	41.50
Wyoming	1,775.56	1,304.01	720.43	475.76	70.18	166.39	283.86	203.63	62.24
Dist. of Col.	2,386.97	2,177.17	477.47	395.16	419.33	204.12	82.05	40.47	147.09

*Source: U.S. Bureau of the Census, *Governmental Finances in 1977-78*.

Table 9
RELATION OF SELECTED ITEMS OF STATE AND LOCAL GOVERNMENT FINANCES TO PERSONAL INCOME: 1977-78*

State or other jurisdiction	*General revenue per $1,000 of personal income*					*Direct general expenditure per $1,000 of personal income*				
	Total	*From federal government*	*All state and local general revenue sources*	*Taxes*	*Charges and miscellaneous general revenue*	*All general expenditure*	*Education*	*Highways*	*Public welfare*	*Health and hospitals*
U.S. average	$208.09	$ 45.83	$162.26	$127.53	$ 34.72	$194.62	$ 72.94	$16.21	$24.82	$16.43
Alabama	203.66	55.72	147.94	102.08	45.86	198.06	80.19	22.62	18.46	24.99
Alaska	355.40	80.26	275.14	174.89	100.25	345.25	104.74	44.41	16.81	11.68
Arizona	222.70	44.12	178.58	142.81	35.77	211.87	91.57	21.92	8.20	15.95
Arkansas	196.44	59.64	136.80	101.77	35.03	176.60	68.88	23.33	23.17	18.07
California	239.93	47.99	191.95	157.99	33.96	212.88	79.09	10.21	34.32	16.00
Colorado	214.44	45.84	168.60	125.55	43.06	198.41	85.00	19.07	19.65	15.77
Connecticut	172.59	34.03	138.57	116.38	22.19	160.70	57.81	11.12	20.50	9.75
Delaware	220.96	55.14	165.82	122.82	43.00	192.74	79.90	14.03	18.34	9.21
Florida	183.33	37.71	145.62	106.40	39.21	177.76	66.63	14.07	9.37	20.75
Georgia	210.45	55.21	155.24	112.61	42.64	189.75	65.05	21.08	18.68	29.39
Hawaii	247.14	70.58	176.56	140.25	36.30	249.10	71.65	15.39	31.07	16.47
Idaho	218.71	56.38	162.33	120.01	42.32	209.49	79.65	31.23	17.27	18.20
Illinois	175.15	33.26	141.90	118.03	23.87	169.42	64.91	13.17	25.15	10.19
Indiana	165.23	30.80	134.43	102.95	31.49	144.23	64.65	13.05	13.92	15.21
Iowa	194.05	39.89	154.15	116.17	37.99	193.30	79.40	28.54	20.60	17.27
Kansas	185.07	33.92	151.14	112.88	38.27	182.10	73.15	21.42	18.06	19.79
Kentucky	197.66	51.88	145.79	112.61	33.18	186.83	69.08	27.63	22.89	12.32
Louisiana	229.69	58.33	171.37	122.52	48.85	216.41	75.68	27.40	20.81	22.20
Maine	230.40	65.97	164.43	132.89	31.54	213.88	76.29	27.19	33.01	10.67
Maryland	213.45	46.40	167.05	130.14	36.91	203.42	76.87	15.81	19.21	14.80
Massachusetts	230.69	55.08	175.61	151.09	24.53	205.61	65.48	14.22	34.23	15.90
Michigan	208.21	45.02	163.19	126.68	36.51	196.84	77.61	12.41	29.85	16.61
Minnesota	232.67	46.01	186.66	141.64	45.02	218.70	81.72	23.39	31.37	16.53
Mississippi	238.06	70.66	167.39	117.72	49.68	219.46	84.54	28.08	24.64	27.06
Missouri	166.84	41.48	125.36	99.36	26.00	151.22	59.30	16.48	15.63	16.04
Montana	262.51	78.50	184.02	137.58	46.44	255.15	108.04	40.15	19.15	15.70
Nebraska	205.42	39.19	166.24	121.47	44.76	187.86	75.12	26.49	16.06	16.46
Nevada	226.40	48.85	177.55	130.99	46.56	214.10	63.60	26.66	12.54	26.12
New Hampshire	177.88	44.49	133.39	105.12	28.27	176.57	62.52	27.08	21.52	10.91
New Jersey	184.53	34.68	149.85	124.19	25.67	175.36	63.08	9.88	22.69	9.71
New Mexico	269.53	73.03	196.50	132.64	63.86	227.96	102.55	26.95	16.28	16.04
New York	260.38	52.45	207.93	171.88	36.05	242.33	75.00	12.45	38.91	22.25
North Carolina	187.63	48.89	138.74	109.29	29.45	183.12	79.05	18.97	14.58	18.11
North Dakota	243.80	60.88	182.92	116.30	66.61	224.72	89.24	35.16	16.68	8.52
Ohio	165.01	34.22	130.78	99.33	31.46	169.94	64.53	13.36	21.04	15.74
Oklahoma	195.77	48.47	147.30	106.61	40.69	174.92	70.13	18.24	22.60	15.00
Oregon	241.49	63.29	178.20	128.44	49.76	235.76	90.51	19.03	25.98	14.81
Pennsylvania	187.10	41.62	147.49	122.54	24.94	178.47	61.57	13.58	34.50	11.39
Rhode Island	212.73	56.65	156.09	125.24	30.84	207.16	71.52	10.22	36.55	17.44
South Carolina	204.01	52.58	151.43	110.92	40.52	189.20	80.20	12.82	17.49	27.65
South Dakota	220.53	61.09	159.44	114.80	44.64	213.69	79.68	35.45	19.64	14.01
Tennessee	195.69	50.45	145.24	107.44	37.79	190.75	70.83	20.80	19.48	21.17
Texas	176.69	34.81	141.88	105.47	36.40	165.87	74.26	16.03	13.73	15.50
Utah	233.91	62.13	171.79	126.65	45.13	225.55	108.15	20.73	20.90	13.74
Vermont	267.95	85.05	182.90	144.80	38.09	242.45	92.16	30.87	29.74	14.02
Virginia	184.44	42.56	141.88	110.50	31.38	171.23	67.44	21.57	16.57	14.88
Washington	214.97	43.07	171.90	127.34	44.56	207.58	85.29	18.71	20.42	10.82
West Virginia	202.91	59.00	143.91	112.87	31.04	205.50	76.32	35.34	18.38	14.88
Wisconsin	222.95	44.72	178.23	141.62	36.60	204.80	83.09	19.00	31.08	16.31
Wyoming	294.11	73.38	220.73	159.46	61.26	244.99	99.40	39.17	9.68	22.96
Dist. of Col.	339.34	180.75	158.59	136.32	22.26	261.38	52.28	8.99	45.92	22.35

Source: U.S. Bureau of the Census, *Governmental Finances in 1977-78.*

THE CONSUMER PRICE INDEX*

THE CONSUMER PRICE INDEX (CPI) is one of the most important economic indicators compiled by the U.S. government and has an impact on practically every phase of the economy, either directly or indirectly. It is an index of inflation and serves as an economic indicator to measure the success or failure of government economic policy. It is used as a deflator to adjust other economic series such as retail sales, hourly and weekly earnings, and the Gross National Product. In 1978, it was used to escalate income payments of more than 8.5 million workers who were covered by collective bargaining contracts which provide for increases in wage rates based on increases in the CPI. The index also affected the income of more than 50 million persons in 1978, largely as a result of statutory action: almost 31 million Social Security beneficiaries; about 2.5 million retired military and federal civil service employees and survivors; and approximately 20 million Food Stamp recipients. It also affected 25 million schoolchildren who eat lunch at school under the National School Lunch Act and Child Nutrition Act.

In addition, the official poverty threshold estimate, which is the basis of eligibility in many health and welfare programs of both the federal government and state and local governments, is adjusted periodically to keep in step with the CPI. Under the Comprehensive Employment and Training Act of 1973, the "low-income" standard, one of the criteria for distribution of revenue sharing funds, is updated through adjustment of the CPI. Also, escalator clauses in an increasing number of rental, royalty, and child support agreements automatically increase payments to an undetermined number of people.

Overall, approximately one half of the population, including dependents, may be affected directly by changes in the CPI. It is estimated that a 1 percent increase in the index may trigger about a $1 billion increase in income payments.

What Is the CPI?

The Consumer Price Index, calculated by the Bureau of Labor Statistics (BLS), is a measure of price changes for a fixed market basket of goods and services. This market basket consists of food, clothing, shelter, fuels, drugs, and recreational goods; medical and personal care fees; transportation fares; public utility rates; and classes of other items that people purchase (see Table 1). The price information collected is the final transaction price paid by consumers, including sales and excise taxes. It also includes real estate taxes on owned homes, but it does not include income or personal property taxes or personal life insurance.[1]

The Market Basket

Items for which prices are collected are classified into 68 expenditure classes. These classes contain 265 sets of similar items, called "item strata." These item strata are mutually exclusive and complete for all expenditures made by the population group for a particular item class and are, definitionally, the same for each population group. These item strata are further divided into a total of 382 lower-level categories called "entry-level" items. The content of this market basket, in terms of items, quantities, and qualities, is kept essentially unchanged in calculating the CPI between major revisions so that any movement of the index from one month to the next is due solely to changes in prices. A comparison of the total cost of the market basket from period to period yields the measure of average price change. The items that are priced represent all items purchased by a specific population group.

---

*This article was prepared from information supplied by the Bureau of Labor Statistics, U.S. Department of Labor.

The Survey Groups

BLS calculates a monthly index for each population group representing people living in all urban places in the United States (including Alaska and Hawaii) with a population of 2,500 or more in 1970—the U.S. Index—and a separate index for each of the 28 Standard Metropolitan Statistical Areas (SMSAs).[2] For a list of the areas for which separate indexes are published, see Table 2.

Price Data Collection

For each population group, a consistent, objective, and probability-based sample of retail outlets (such as stores), bowling alleys, doctors' offices, and other places where goods and services are bought are selected. A trained BLS field representative enters an outlet with an exhaustive definition of a fairly broad category of goods and services—the entry level item—and systematically proceeds through successive stages of selection. This procedure makes the item selection dependent on the characteristics of each individual outlet and yields a list of priced items that is, on a national scale, much more representative of the range of items typically purchased by a particular population group. Thus, for a given class of items such as bicycles, all types and styles of bicycles, tricycles, etc., are eligible for pricing and have a rate of selection proportional to their volume of sales.

Food prices are collected from about 2,300 food store outlets. Rental rates are obtained from about 18,000 rental outlets. An additional 18,500 outlets were determined for various other items and about 18,000 housing units were surveyed for real estate taxes. The selected outlets are located both in the city proper and in the suburbs of each urban area in proportion to their 1974 relative sales for a particular population group.

Because food prices change frequently and food costs are a significant part of total spending, food pricing is conducted every month in all 85 urban areas. Prices of other commodities and services are collected every month in the five largest areas and every other month in other areas. Most prices of goods and services are obtained by personal visit of the BLS's trained field representatives. For a small number of items, e.g., electricity rates, air fares, train fares, newspaper and magazine prices, etc., data collected by other government agencies or private clearinghouses are used. In combination, the items that are priced represent all items purchased by each specific population group covered.

Sampling Error

In order to make it possible to estimate sampling error, two separate entry items are priced for each survey area, except New York which has six entry items. Each area for which data is not published has one entry item priced which is "matched" to a corresponding entry item in another unpublished area so that sampling error estimates can still be made. The probability that any particular item is included in the market basket is approximately proportionate to that item's relative importance in family spending for the particular population covered.

Calculating the CPI

The CPI is a market basket or Laspeyres-type index[3] which, at the time of collection, reflects the average expenditure of each population group. It is a measure of price change for a constant quality, constant quantity set of items and shows only the change in price for the same set of items and outlets.

The CPI is computed by multiplying the estimated expenditure of the previous month by the relative change in price from the previous month to the current month's estimated expenditure. This "chaining" procedure of relative monthly (or bimonthly) price changes, based on comparable item and outlet selection specifications in adjacent periods, gives the flexibility to update the sample of outlets and item selection specifications to reflect current distribution of what is purchased and where it is purchased.

Additionally, there are seasonally adjusted U.S. indexes for selected groups and subgroups of the CPI for which there is a significant seasonal pattern of price change.[4] The seasonal movement of all items and 35 other aggregations is derived from the seasonal movement of 45 selected components. The updated seasonal data at the end of 1977 replaced data from 1967 through 1977. Subsequent updates will replace five years of seasonal data; e.g., at the end of 1979, 1975 through 1979 was replaced.

The seasonal adjustment does not affect the procedure for computing the original indexes. The unadjusted "all items" and group indexes are derived as described above. The seasonal calculations are a separate operation designed to make available data from which normal seasonal fluctuations have been removed to facilitate some types of economic analysis.

How to Interpret CPI

CPI measures price changes from a designated base period. Since January 1971, the base period for the CPI has been the annual average for 1967 = 100. The official 1967-based index numbers can, of course, be easily converted to any desired base period. An index of 110 means there was a 10 percent increase in prices since the base period. Similarly, an index of 90 reflects a 10 percent decrease since the base period.

Movements of the index from one time period to another are usually expressed in terms of percent changes rather than changes in index points because index points are affected by the level of the index, while percent changes are not. The following example illustrates the difference between percent change and index point change from Period I to Period II.

INDEXES

Period	*Base A*	*Base B*	*Base C*
II	115.5	191.6	244.2
I	110.0	182.5	232.6
Index points change	5.5 (115.5-110)	9.1 (191.6-182.5)	11.6 (244.2-232.6)
Percent change	4.5 [(115.5-110)/110]	5.0 [(191.6-182.5)/191.6]	5.0 [(244.2-232.6)/244.2]

The individual SMSA indexes measure how much prices have changed in a particular

SMSA over time. They cannot be used to compare prices or living cost between SMSAs. For example, consider the prices of the same item in two SMSAs at two different periods.

PRICES

	Period I	*Period II*	*Relative price change*
SMSA A	$1.00	$2.00	100%
SMSA B	$2.00	$3.00	50%

Although the relative price change is greater in SMSA A, the price is greater in SMSA B in both time periods.

BLS also produces five area-size (population group) indexes, four regional (geographic) indexes, and 16 region city-size (population within a region) indexes. Therefore, jurisdictions that do not have specifically reported CPIs can use the appropriate region city-size index to approximate the rate of price change in their area.

Types of CPI

Effective with the release of data for January 1978, BLS began publishing two CPIs. One index covers the traditional wage earner and clerical worker population (CPI-W).[5] The other index covers all urban consumers (CPI-U), which includes salaried and self-employed workers, retirees, and unemployed persons, as well as urban wage earners and clerical workers.[6] Both index populations exclude farm families, military personnel, and persons in institutions. The CPI-U covers approximately 80 percent of the total noninstitutional civilian households in the United States, and the traditional CPI-W covers approximately 50 percent of the CPI-U. The average size of families represented in CPI-U is 2.8 persons with an average before-tax income of $11,745 in 1972-73. The average CPI-W family has 3.2 persons with before-tax income of $12,453 in 1972-73. Users of CPI must decide which index (CPI-U or CPI-W) is most appropriate for their purposes. The CPI-W for 1913 through January 1980 is found in Table 3.

Limitations of CPI

The CPI is often referred to as a "cost-of-living index," but this is correct only insofar as price changes affect living costs. The CPI measures price changes of a fixed market basket of goods and services for a statistically selected sample of goods and services based on the average experience of certain population groups. A cost-of-living index allows for changes not only in the changing prices in the marketplace, but also in the composition of the market basket due to changing consumer tastes.

In addition, the CPI is not an exact measurement of price change. Any survey short of a census is subject to sampling and nonsampling errors. Sampling errors arise because the items that are selected in the sample may not be exactly typical of the universe that they represent. Nonsampling errors may occur because of known and unknown procedural biases of data collection and processing. The 1978 revision initiated several methodology changes: (1) increased number of sample areas; (2) the change from quarterly to bimonthly pricing; (3) a Point-of-Purchase Survey (POPS) which identified outlets where consumers actually make their purchases so that the items priced will more closely reflect the actual experiences of the appropriate population; (4) improved within-outlet item selection procedure so that a more representative range of items is priced; and (5) use of probability sampling at all stages of selection. In addition, improved statistical techniques provide a more consistent and accurate measurement of change and of the sampling error. These modifications have increased the representativeness and reliability of the index. Standard errors should be comparable.

Another source of sampling error occurs when respondents do not report accurately. BLS makes every effort to keep these errors to a minimum and corrects them whenever they are subsequently discovered. Precautions are taken to guard against errors in pricing, which would seriously affect the index. The field representatives who collect the price data and the commodity specialists and clerks who process them are well trained to watch for unusual deviations in prices which might be due to reporting error.

The CPI measures the average movement of prices for specific portions of the population as a broad group, but not necessarily the change in prices paid by any one family or small group of families. The index is applicable to other families only to the extent that they are similar to those included in the population coverage. Some families may find their outlays changing because of changes in factors other than prices, such as family compositions. The index measures only the change in prices and none of the other factors which affect family living expenses.

Another problem is the maintenance of a constant quality level in the market basket of goods and services over time. In many instances, changes in quoted prices are accompanied by changes in the quality of the items priced. Also, new products are introduced which bear little resemblance to products previously on the market. BLS has been confronted with this complex problem since the inception of the CPI. Special procedures for this purpose have been developed and BLS makes every effort to adjust quoted prices for changes in quality. But quality changes are of such a subjective nature that attempts to quantify the quality changes are not completely satisfactory. Therefore, some residual effects of quality changes do affect the movement of the CPI in both positive and negative directions. As long as the quality adjustments are not biased (always up or always down) then the random fluctuations of the quality adjustments should have minimal impact on the index. The index is believed to be sufficiently accurate for most of its practical uses.

Footnotes

1. Income and personal property taxes are not items purchased for consumption. Inclusion of personal life insurance poses conceptual problems and is currently under debate.

2. For New York and Chicago, the more extensive Standard Consolidated Areas are used.

3. The conceptual definition of the Laspeyres Index used in the CPI for the change of price between a reference base period (time o) and the current period (time t) for a specified area and target population is:

$$I_{t,o} = \frac{\sum_j P_{jt} Q_{jo}}{\sum_j P_{jo} Q_{jo}} \times 100 = \frac{\sum_j P_{jt-1} Q_{jo} \left\{ \frac{P_{jt} Q_{jo}}{P_{jt-1} Q_{jo}} \right\}}{\sum_j P_{jo} Q_{jo}} \times 100 \qquad \text{where}$$

P_{jt} is the price for the jth item at time t

P_{jo} is the price for the jth item at the reference base period ($t = o$)

Q_{jo} is the quantity of the jth item purchased by the target population at time zero

$P_{jo} Q_{jo}$ is the expenditure for the jth item in the base period

$P_{jt} Q_{jo}$ is the expenditure for the jth item for the current month (t) with the quantity of the item held constant to the reference base period

$\frac{P_{jt} Q_{jo}}{P_{jt-1} Q_{jo}}$ is a measure of a one-period price change between t and t-1

Let: $R_{zt,t-1}$ be the estimate of the ratio $\frac{P_{jt}\,Q_{jo}}{P_{jt-1}\,Q_{jo}}$ for the zth item stratum.

C_{zt} be the estimated value of a set of $P_{jt}\,Q_{jo}$, the current estimate of expenditure for the zth item stratum with fixed quantities defined, as of 1972-73 (the last major revision of the Consumer Expenditure Survey), recomputed for the base reference period 1967.

C_{zo} be the estimated expenditure value for the fixed quantities of the zth item stratum as of 1972-73, recomputed for the base reference period 1967.

Thus, the estimator of the index of item stratum is written:

$$I_{t,o} = \frac{\sum_z C_{zt}}{\sum_z C_{zo}} \times 100 \quad \frac{\sum_z C_{zt-1}\;R_{zt,t-1}}{\sum_z C_{zo}} \times 100 \quad \text{where}$$

$R_{zt,t-1}$ is estimated from the samples of prices collected each month.

When the sample of outlets and prices is selected proportional to quantity, an estimator of $R_{zt,t-1}$ is determined which is the ratio of the summation of weighted prices where the weights reflect the probability of selection of the item being priced and a noninterview adjustment $\frac{\sum_i W_i P_{it}}{\sum_i W_i P_{it-1}}$. This estimator is used in the rent, property tax, and house price strata. When the sample of outlets and prices is selected proportional to expenditure, an estimator of $R_{zt,t-1}$ is determined which is the ratio of the summation of weighted price ratios, where the weights reflect the probability of the item being priced and noninterview adjustments $\frac{\sum_i W_i \frac{P_{it}}{P_{io}}}{\sum_i W_i \frac{P_{it-1}}{P_{io}}}$. This estimator is used in the other strata.

4. BLS initiated publication of seasonally adjusted indexes in January 1966. Previously, BLS had made available seasonal factors permitting users, who wished to do so, to calculate seasonally adjusted indexes. Percentage changes in the seasonally adjusted "all items" CPI have been published since February 1970. The factors used initially in computing the published seasonally adjusted indexes were derived by the BLS Seasonal Factor Method using data for 1955-65. These factors were updated using the BLS Seasonal Factor Method at the end of each calendar year through 1974. At the end of 1975, the method was changed considerably. The BLS Seasonal Factor Method was replaced by the X-11 Variant of the Census Method II Seasonal Adjustment Program, and BLS initiated a method of dependent seasonal adjustment, where the seasonal movement of all items and 10 other aggregations is derived from the seasonal movement of 24 selected components. The seasonal data from the BLS method was replaced from 1967-75 by the seasonal data from the X-11 methods. These factors were updated at the end of 1976 by replacing seasonal data from 1972 through 1976. At the end of 1977, the revision of the CPI caused a change in the analysis framework of the CPI. This change in framework made a change in the dependent seasonal adjustment method necessary, as described in the text. A detailed description of the BLS Seasonal Factor Method is available from BLS and that of the Census X-11 method of seasonal adjustment is available from the U.S. Department of Commerce, Bureau of the Census.

5. The definition of wage earners and clerical workers is based on the occupational classification used by the Bureau of the Census for the 1970 Census of Population and listed in the Alphabetical Index of Occupations and Industries. The group includes craftsmen, foremen, and kindred workers, such as carpenters, bookbinders, etc.; operatives and kindred workers, such as apprentices in the building trades, deliverymen, furnacemen, smelters, and pourers, etc.; clerical and kindred workers; service workers, except those working in a private household, such as waitresses, practical nurses, etc.; sales workers; and laborers, except farm. It excludes professional, technical, and kindred workers, such as engineers and teachers; farmers and farm managers; managers, officials, and proprietors; private household workers; and farm laborers and foremen. A consumer unit included in the 1972-73 Consumer Expenditure Survey was classified in CPI-U if it resided within a Standard Metropolitan Statistical Area (SMSA) or an urban place with a population of 2,500 or more, and also in the CPI-W if more than one half the combined income of all family members of the consumer unit was obtained in a wage earner and clerical worker occupation and at least one family member was a full-time earner (i.e., worked 37 weeks or more during the survey year). There are no criteria for length of employment or family income for the CPI-U population.

6. This change resulted from a seven-year program completed in January 1978. To determine the current pattern of consumer expenditures for goods and services, BLS (in conjunction with the Bureau of the Census) conducted a Consumer Expenditure Survey covering the period 1972-73. Most of the information was obtained in a series of quarterly interviews, which involved about 20,000 families. Additionally, another sample of about

20,000 families was asked to complete a two-week diary by recording expenditures for small, frequent purchases, such as food and personal care items, which are typically difficult to recall over a longer period.

The sample of areas for the expenditure survey consisted of 216 strata from which a county or group of counties was selected. All housing units were eligible for selection in these sample areas. BLS obtained a detailed record of the kind, quality, and amount of all goods and services bought by each consumer unit over the course of the survey years.

The most noticeable improvements to the users of the index are: (1) a new index representing all urban consumers has been developed in addition to the index for wage earners and clerical workers; (2) monthly or bimonthly indexes are published; (3) regional indexes are available for urban areas of different population sizes; (4) some more general index components cover a type of good or service instead of a very specific item; and (5) sample area coverage has been expanded.

Table 1
CPI HOUSEHOLD BUDGET CLASSIFICATION SYSTEM: EXPENDITURE CLASSES*

Group	*EC no.(a)*
All items	
Food & beverages	
Food	
Food at home	
Cereals & bakery products	
Cereals & cereal products	1
Bakery products	2
Meats, poultry, fish & eggs	
Meats	
Beef	3
Pork	4
Other meats	5
Poultry	6
Fish & seafood	7
Eggs	8
Dairy Products	
Fresh milk & cream	9
Other dairy products	10
Fruits & vegetables	
Fresh fruits	11
Fresh vegetables	12
Processed fruits & vegetables	
Processed fruits	13
Processed vegetables	14
Other food at home	
Sugar & other sweets	15
Fats & oils	16
Nonalcoholic beverages	17
Miscellaneous prepared foods	18
Food away from home	19
Alcoholic beverages	20
Housing Services	
Pure rent, renter-occupied units	21
Homeowners' financing, taxes & insurance	22
Maintenance & repair services	23
Maintenance & repair commodities	24
Household operations	
Fuels, utilities, public services	
Fuels	25
Utilities & public services	
Gas & electricity	26
Other utilities & public services	27
House furnishings	
Textile house furnishings	28
Furniture	29
Household appliances	30
Television, radio & sound equipment	31
Other household equipment	32
Other household operations	
Housekeeping supplies	33
Housekeeping services	34
Tenants' insurance	35
Apparel and upkeep	
Men's & boys' apparel	
Men's apparel	36
Boys' apparel	37
Women's & girls' apparel	
Women's apparel	38
Girls' apparel	39
Footwear	40
Other apparel & accessories	
Infants' & toddlers' apparel	41
Sewing materials & notions	42
Jewelry & luggage	43
Apparel services	44
Transportation	
Private transportation	
Autos & other vehicles and related goods	
New cars, trucks, motorcycles, aircraft	45
Used cars, trucks, motorcycles, aircraft	46
Gasoline, motor oil, coolant & similar products	47
Parts & equipment	48
Autos & other vehicles services	
Maintenance & repair	49
Other expenses	
Insurance	50
Finance charges	51
Vehicle rental, registration & other fees	52
Public transportation	53
Medical care	
Prescription drugs	54
Nonprescription drugs & medical supplies	55
Professional services	56
Hospital & other medical care services	57
Health insurance	58
Entertainment, sports & hobbies	
Reading materials	59
Sporting goods & equipment	60
Toys, hobbies & other entertainment	61
Admissions, fees & other entertainment services	62
Other goods & services	
Tobacco products & smoking accessories	63
Personal care	
Toilet goods & personal care appliances	64
Personal care services	65
School books, supplies & tuition	
School books & supplies	66
Tuition & other school fees	67
Personal expenses	
Legal, bank, accounting & funeral services	68

**Source:* Bureau of Labor Statistics, U.S. Department of Labor.
(a) Expenditure Class number.

Table 2
CONSUMER PRICE INDEX FOR URBAN WAGE EARNERS AND CLERICAL WORKERS: CPI-W*
(U.S. city average, all items)

Year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Avg.
1913	29.4	29.3	29.3	29.4	29.2	29.3	29.6	29.8	29.9	30.1	30.2	30.1	29.7
1914	30.1	29.8	29.7	29.4	29.6	29.8	30.1	30.5	30.6	30.4	30.5	30.4	30.1
1915	30.3	30.1	29.8	30.1	30.2	30.3	30.3	30.3	30.4	30.7	30.9	31.0	30.4
1916	31.3	31.3	31.6	31.9	32.0	32.4	32.4	32.8	33.4	33.8	34.4	34.6	32.7
1917	35.0	35.8	36.0	37.6	38.4	38.8	38.4	39.0	39.7	40.4	40.5	41.0	38.4
1918	41.8	42.2	42.0	42.5	43.3	44.1	45.2	46.0	47.1	47.9	48.7	49.4	45.1
1919	49.5	48.4	49.0	49.9	50.6	50.7	52.1	53.0	53.3	54.2	55.5	56.7	51.8
1920	57.8	58.5	59.1	60.8	61.8	62.7	62.3	60.7	60.0	59.7	59.3	58.0	60.0
1921	57.0	55.2	54.8	54.1	53.1	52.8	52.9	53.1	52.5	52.4	52.1	51.8	53.6
1922	50.7	50.6	50.0	50.0	50.0	50.1	50.2	49.7	49.8	50.1	50.3	50.5	50.2
1923	50.3	50.2	50.4	50.6	50.7	51.0	51.5	51.3	51.6	51.7	51.8	51.8	51.1
1924	51.7	51.5	51.2	51.0	51.0	51.0	51.1	51.0	51.2	51.4	51.6	51.7	51.2
1925	51.8	51.6	51.7	51.6	51.8	52.4	53.1	53.1	52.9	53.1	54.0	53.7	52.5
1926	53.7	53.5	53.2	53.7	53.4	53.0	52.5	52.2	52.5	52.7	52.9	52.9	53.0
1927	52.5	52.1	51.8	51.8	52.2	52.7	51.7	51.4	51.7	52.0	51.9	51.8	52.0
1928	51.7	51.2	51.2	51.3	51.6	51.2	51.2	51.3	51.7	51.6	51.5	51.3	51.3
1929	51.2	51.1	50.9	50.7	51.0	51.2	51.7	51.9	51.8	51.8	51.7	51.4	51.3
1930	51.2	51.0	50.7	51.0	50.7	50.4	49.7	49.4	49.7	49.4	49.0	48.3	50.0
1931	47.6	46.9	46.6	46.3	45.8	45.3	45.2	45.1	44.9	44.6	44.1	43.7	45.6
1932	42.8	42.2	42.0	41.7	41.1	40.8	40.8	40.3	40.1	39.8	39.6	39.2	40.9
1933	38.6	38.0	37.7	37.6	37.7	38.1	39.2	39.6	39.6	39.6	39.6	39.4	38.8
1934	39.6	39.9	39.9	39.8	39.9	40.0	40.0	40.1	40.7	40.4	40.3	40.2	40.1
1935	40.8	41.1	41.0	41.4	41.2	41.1	40.9	40.9	41.1	41.1	41.3	41.4	41.1
1936	41.4	41.2	41.0	41.0	41.0	41.4	41.6	41.9	42.0	41.9	41.9	41.9	41.5
1937	42.2	42.3	42.6	42.8	43.0	43.1	43.3	43.4	43.8	43.6	43.3	43.2	43.0
1938	42.6	42.2	42.2	42.4	42.2	42.2	42.3	42.2	42.2	42.0	41.9	42.0	42.2
1939	41.8	41.6	41.5	41.4	41.4	41.4	41.4	41.4	42.2	42.0	42.0	41.8	41.6
1940	41.7	42.0	41.9	41.9	42.0	42.1	42.0	41.9	42.0	42.0	42.0	42.2	42.0
1941	42.2	42.2	42.4	42.8	43.1	43.9	44.1	44.5	45.3	45.8	46.2	46.3	44.1
1942	46.9	47.3	47.9	48.2	48.7	48.8	49.0	49.3	49.4	49.9	50.2	50.6	48.8
1943	50.6	50.7	51.5	52.1	52.5	52.4	52.0	51.8	52.0	52.2	52.1	52.2	51.8
1944	52.1	52.0	52.0	52.3	52.5	52.6	52.9	53.1	53.1	53.1	53.1	53.3	52.7
1945	53.3	53.2	53.2	53.3	53.7	54.2	54.3	54.3	54.1	54.1	54.3	54.5	53.9
1946	54.5	54.3	54.7	55.0	55.3	55.9	59.2	60.5	61.2	62.4	63.9	64.4	58.5
1947	64.4	64.3	65.7	65.7	65.5	66.0	66.6	67.3	68.9	68.9	69.3	70.2	66.9
1948	71.0	70.4	70.2	71.2	71.7	72.2	73.1	73.4	73.4	73.1	72.6	72.1	72.1
1949	72.0	71.2	71.4	71.5	71.4	71.5	71.0	71.2	71.5	71.1	71.2	70.8	71.4
1950	70.5	70.3	70.6	70.7	71.0	71.4	72.1	72.7	73.2	73.6	73.9	74.9	72.1
1951	76.1	77.0	77.3	77.4	77.7	77.6	77.7	77.7	78.2	78.6	79.0	79.3	77.8
1952	79.3	78.8	78.8	79.1	79.2	79.4	80.0	80.1	80.0	80.1	80.1	80.0	79.5
1953	79.8	79.4	79.6	79.7	79.9	80.2	80.4	80.6	80.7	80.9	80.6	80.5	80.1
1954	80.7	80.6	80.5	80.3	80.6	80.7	80.7	80.6	80.4	80.2	80.3	80.1	80.5
1955	80.1	80.1	80.1	80.1	80.1	80.1	80.4	80.2	80.5	80.5	80.6	80.4	80.2
1956	80.3	80.3	80.4	80.5	80.9	81.4	82.0	81.9	82.0	82.5	82.5	82.7	81.4
1957	82.8	83.1	83.3	83.6	83.8	84.3	84.7	84.8	84.9	84.9	85.2	85.2	84.3
1958	85.7	85.8	86.4	86.6	86.6	86.7	86.8	86.7	86.7	86.7	86.8	86.7	86.6
1959	86.8	86.7	86.7	86.8	86.9	87.3	87.5	87.4	87.7	88.0	88.0	88.0	87.3
1960	87.9	88.0	88.0	88.5	88.5	88.7	88.7	88.7	88.8	89.2	89.3	89.3	88.7
1961	89.3	89.3	89.3	89.3	89.3	89.4	89.8	89.7	89.9	89.9	89.9	89.9	89.6
1962	89.9	90.1	90.3	90.5	90.5	90.5	90.7	90.7	91.2	91.1	91.1	91.0	90.6
1963	91.1	91.2	91.3	91.3	91.3	91.7	92.1	92.1	92.1	92.2	92.3	92.5	91.7
1964	92.6	92.5	92.6	92.7	92.7	92.9	93.1	93.0	93.2	93.3	93.5	93.6	92.9
1965	93.6	93.6	93.7	94.0	94.2	94.7	94.8	94.6	94.8	94.9	95.1	95.4	94.5
1966	95.4	96.0	96.3	96.7	96.8	97.1	97.4	97.9	98.1	98.5	98.5	98.6	97.2
1967	98.6	98.7	98.9	99.1	99.4	99.7	100.2	100.5	100.7	101.0	101.3	101.6	100.0
1968	102.0	102.3	102.8	103.1	103.4	104.0	104.5	104.8	105.1	105.7	106.1	106.4	104.2
1969	106.7	107.1	108.0	108.7	109.0	109.7	110.2	110.7	111.2	111.6	112.2	112.9	109.8
1970	113.3	113.9	114.5	115.2	115.7	116.3	116.7	116.9	117.5	118.1	118.5	119.1	116.3
1971	119.2	119.4	119.8	120.2	120.8	121.5	121.8	122.1	122.2	122.4	122.6	123.1	121.3
1972	123.2	123.8	124.0	124.3	124.7	125.0	125.5	125.7	126.2	126.6	126.9	127.3	125.3
1973	127.7	128.6	129.8	130.7	131.5	132.4	132.7	135.1	135.5	136.6	137.6	138.5	133.1
1974	139.7	141.5	143.1	143.9	145.5	146.9	148.0	149.9	151.7	153.0	154.3	155.4	147.7
1975	156.1	157.2	157.8	158.6	159.3	160.6	162.3	162.8	163.6	164.6	165.6	166.3	161.2
1976	166.7	167.1	167.5	168.2	169.2	170.1	171.1	171.9	172.6	173.3	173.8	174.3	170.5
1977	175.3	177.1	178.2	179.6	180.6	181.8	182.6	183.3	184.0	184.5	185.4	186.1	181.5
1978	187.1	188.4	189.7	191.4	193.3	195.3	196.7	197.7	199.1	200.7	201.8	202.9	195.3
1979	204.7	207.1	209.3	211.8	214.3	216.9	219.4	221.5	223.7	225.6	227.6	230.0	217.7
1980	233.3	...	...	...	...	...	...	...	...	...	...	...	...

**Source:* Bureau of Labor Statistics, U.S. Department of Labor, February 25, 1980, where 1967 = 100.

Table 3
AREAS, POPULATION WEIGHTS, AND PRICING SCHEDULE FOR NEW AND REVISED CONSUMER PRICE INDEXES*

Region, class size, area	Population weight CPI—U	Population weight CPI—W	Pricing schedule			Areas for which separate indexes are published (a)
			Monthly	Jan., Mar., May, July, Sept., Nov.	Feb., Apr., June, Aug., Oct., Dec.	
Total, all regions	100.000	100.000	...	...	...	...
Northeastern Region	26.521	27.468	...	...	★	★
Class A areas (b)	...	...	...	...	★	★
New York, N.Y.—Northeastern, N.J.	10.006	10.401	★	...	...	★
Philadelphia, Pa.—N.J.	2.825	3.023	★	...	...	★
Boston, Mass.	1.737	1.658	...	★	...	★
Pittsburgh, Pa.	1.403	1.510	...	...	★	★
Buffalo, N.Y.	.772	.860	...	...	★	★
Class B areas (c)	...	...	...	...	★	★
Northeast, Pa. (Scranton)	.372	.392	...	★	...	★
Providence, R.I.—Mass.	1.015	1.026	...	★	...	...
Rochester, N.Y.	.967	.988	...	...	★	...
Allentown, Pa.—N.J.	.955	1.041	...	★	...	...
Springfield, Mass.	1.022	1.026	...	...	★	...
Class C areas (d)	...	...	...	...	★	★
Norwalk, Conn.	.884	.816	...	...	★	...
Binghamton, N.Y.—Pa.	.924	.983	...	★	...	...
Portland, Maine	.948	1.065	...	★	...	...
Johnstown, Pa.	.932	.936	...	...	★	...
Class D areas (e)	...	...	...	...	★	★
Cape Cod, Mass.	.437	.400	...	★	...	...
Ansonia, Conn.	.448	.444	...	...	★	...
St. Lawrence County, N.Y.	.438	.453	...	★	...	...
Lawrence County, Pa.	.436	.446	...	...	★	...
North Central Region	26.508	28.663	...	...	★	★
Class A areas	...	...	...	...	★	★
Chicago, Ill.—Ind.	4.436	5.180	★	...	...	★
Detroit, Mich.	2.497	2.833	★	...	...	★
St. Louis, Mo.—Ill.	1.376	1.511	...	★	...	★
Cleveland, Ohio	1.208	1.391	...	...	★	★
Minneapolis-St. Paul, Minn.—Wisc.	1.118	1.148	...	...	★	★
Milwaukee, Wisc.	.803	.918	...	★	...	★
Cincinnati, Ohio—Ky.—Ind.	.787	.865	...	★	...	★
Kansas City, Mo.—Kansas	.757	.845	...	...	★	★
Class B areas	...	...	...	...	★	★
Columbus, Ohio	1.101	1.133	...	...	★	...
Grand Rapids, Mich.	1.075	1.189	...	★	...	...
Indianapolis, Ind.	.628	.735	...	...	★	...
Toledo, Ohio—Mich.	1.108	1.263	...	★	...	...
Class C areas	...	...	...	...	★	★
Racine, Wisc.	.934	.853	...	★	...	...
Saginaw, Mich.	.855	.925	...	...	★	...
Rock Island, Ill.—Iowa	.873	.916	...	★	...	...
Canton, Ohio	.896	.984	...	...	★	...
Decatur, Ill.	.901	.952	...	★	...	...
Terre Haute, Ind.	.901	.891	...	...	★	...
Class D areas	...	...	...	...	★	★
Mexico, Mo.	1.048	.983	...	★	...	...
Grand Island, Nebr.	1.051	1.079	...	...	★	...
Detroit Lakes, Minn.	1.069	1.079	...	★	...	...
Fort Dodge, Iowa	1.086	.990	...	...	★	...
Southern Region	27.794	26.289	...	...	★	★
Class A areas	...	...	...	...	★	★
Washington, D.C.—Md.—Va.	1.786	1.621	...	★	...	★
Dallas—Ft. Worth, Texas	1.405	1.538	...	...	★	★
Baltimore, Md.	1.201	1.316	...	★	...	★
Houston, Texas	1.147	1.277	...	...	★	★
Atlanta, Ga.	.928	.942	...	...	★	★
Miami, Fla.	.831	.783	...	★	...	★
Class B areas	...	...	...	...	★	★
Tampa, Fla.	1.156	.870	...	★	...	...
Raleigh, N.C.	.961	.903	...	...	★	...
New Orleans, La.	.964	.938	...	★	...	...
Richmond, Va.	1.017	.989	...	...	★	...
San Antonio, Texas	.882	.875	...	...	★	...
Nashville, Tenn.	.989	.990	...	★	...	...
Louisville, Ky.—Ind.	.944	1.032	...	★	...	...
Memphis, Tenn.—Ark.—Miss.	.970	.942	...	...	★	...
Class C areas	...	...	...	...	★	★
Huntsville, Ala.	1.009	.785	...	...	★	...
West Palm Beach, Fla.	.993	.753	...	★	...	...
Albany, Ga.	.977	.838	...	...	★	...
Baton Rouge, La.	.950	.777	...	★	...	...
Pine Bluff, Ark.	.950	.894	...	...	★	...
Corpus Christi, Texas	.926	.842	...	★	...	...
Huntington, W. Va.—Ky.—Ohio	.965	.881	...	...	★	...
Brownsville, Texas	.930	.892	...	★	...	...

Table 3—Concluded
AREAS, POPULATION WEIGHTS, AND PRICING SCHEDULE FOR NEW AND REVISED CONSUMER PRICE INDEXES*

Region, class size, area	*Population weight CPI—U*	*Population weight CPI—W*	*Pricing schedule*			*Areas for which separate indexes are published (a)*
			Monthly	*Jan., Mar., May, July, Sept., Nov.*	*Feb., Apr., June, Aug., Oct., Dec.*	
Class D areas	...	...	...	...	★	★
Pascagoula, Miss.	1.247	1.112	...	★	...	...
Beaufort, S.C.	1.245	1.189	...	...	★	...
Smithfield, Va.	1.224	1.161	...	★	...	...
Rockingham, N.C.	1.197	1.149	...	...	★	...
Western Region	19.177	17.580	...	...	★	★
Class A areas	...	...	...	...	★	★
Los Angeles—Long Beach—Anaheim, Calif.	5.443	5.362	★	...	...	★
San Francisco—Oakland, Calif.	2.131	1.984	...	...	★	★
Seattle—Everett, Wash.	.890	.893	...	★	...	★
San Diego, Calif.	.855	.638	...	★	...	★
Class B areas	...	...	...	...	★	★
Portland, Oreg.—Wash.	.627	.625	...	★	...	★
Honolulu, Hawaii	.344	.327	...	...	★	★
Denver-Boulder, Colo.	.750	.725	...	★	...	★
San Jose, Calif.	1.189	1.103	...	...	★	...
San Bernadino, Calif.	1.163	1.004	...	★	...	...
Fresno, Calif.	.842	.777	...	...	★	...
Class C areas	...	...	...	...	★	★
Anchorage, Alaska	.070	.037	...	★	...	★
Colorado Springs, Colo.	.759	.673	...	★	...	...
Tucson, Ariz.	.732	.582	...	...	★	...
Salinas, Calif.	.755	.622	...	...	★	...
Bakersfield, Calif.	.712	.592	...	★	...	...
Class D areas	...	...	...	...	★	★
Corvallis, Oreg.	.469	.382	...	★	...	...
Alamogordo, N. Mex.	.497	.389	...	...	★	...
Logan, Utah	.478	.434	...	★	...	...
Butte, Mont.	.471	.431	...	...	★	...

Source: Bureau of Labor Statistics, U.S. Department of Labor.

(a) Indexes are also published for four geographic regions by population size class.

(b) Areas with an urban population of 1,250,000 or more (Class A).

(c) Areas with an urban population of 385,000 to 1,250,000 (Class B).

(d) Areas with an urban population of 75,000 to 385,000 (Class C).

(e) Areas with an urban population of 2,500 to 75,000 (Class D).

2. Taxation

RECENT TRENDS IN STATE TAXATION

By John Gambill*

STATE TAX LEGISLATION enacted in 1978 and 1979 generally emphasized income tax reductions, sales tax exemptions, and motor fuel tax increases. The income tax reductions took the form of indexing for inflation, lower rates, rebates, and larger exemptions, deductions, and general credits. Sales tax exemptions were enacted for food, drugs, various forms of residential heat, and industrial machinery. Twelve states increased motor fuel tax rates and another state increased its special fuels tax rate. Five states increased cigarette taxes. There was only one sales tax rate decrease (0.25 percent), and the only sales tax rate increase enacted was repealed before it became effective.

Tax changes enacted during 1978 and 1979 are summarized below.

ACTION IN 1978

General Sales Taxes

Tax rates. South Dakota enacted legislation to raise the sales and use tax rates on July 1, 1979, but later enacted legislation delaying the effective date to January 1, 1980. (The increase was canceled by legislation enacted in 1979.) New Mexico reduced its sales tax from 4 to 3.75 percent, effective July 1, 1978. Tennessee again extended its 4.5 percent rate to July 1, 1979.

Local sales taxes. Nebraska authorized Omaha to impose a city sales tax of up to 1.5 percent; previously, the authorization was for 1 percent. New Mexico increased the maximum authorized municipal rate from 0.25 to 0.75 percent, effective July 1, 1979.

Exemptions. Connecticut exempted agricultural and manufacturing machinery, which it had previously taxed at a reduced rate. Maine, Minnesota, Mississippi, and Texas adopted exemptions for fuel, gas, and electricity used for residential purposes, and New York reduced the tax rate on home heating fuels and electricity. Missouri exempted prescription drugs.

Refunds. Kansas enacted a $20 per capita sales tax refund for persons with incomes less than $10,000 who are over a certain age (59 in 1978, 55 in 1982) or disabled. South Dakota increased the amount of the sales tax refund for elderly and disabled persons; the maximum refund for single persons was increased from $88 to $110, and the maximum refund for households of more than one person from $176 to $220. Wyoming increased its sales tax rebate to elderly and disabled persons. The maximum refund for single persons was increased from $270 to $440, and the maximum for couples from $390 to $500.

---

*Mr. Gambill is Senior Research Associate, Federation of Tax Administrators.

Individual Income Taxes

Indexing. Arizona, California, and Colorado became the first states to index major features of their income tax laws. Arizona provided that, for 1978 only, the amounts of the standard deduction, personal exemptions, credit for property tax paid by low-income senior citizens, and credit for rent paid will be adjusted to reflect the difference between the state consumer price index for the second quarter of 1978 and that of the second quarter of 1977. California provided that the personal credits, the low-income credit, and the standard deduction will be adjusted to reflect changes in the state consumer price index. The income tax brackets will be adjusted to the extent that the increase in the price index exceeds 3 percent. Colorado provided that each year the state legislature is to determine an annual inflation factor, which will then be multiplied by the tax brackets, standard deduction, and personal exemptions. If the legislature fails to determine the inflation factor by May 1, the factor will be 1.06.

Rates. Six states reduced income tax rates, while two states increased rates to offset a revenue loss resulting from lower federal tax liabilities. Maine restructured its income tax rates to produce lower tax liabilities for taxpayers with incomes between $4,000 and $25,000, effective July 1, 1978. The Minnesota reduction, effective with 1978 tax years, lowered taxes for persons with incomes over $25,000. The resulting rates, however, are still higher than those in effect before a 1977 law raised the rates for 1978. Nebraska raised the tax from 16 to 18 percent of the federal income tax liability, effective with 1979 tax years. New Mexico lowered its taxes for all taxpayers, effective with 1978 tax years. New York eliminated its highest bracket, 15 percent on taxable income over $30,000, and limited the tax rate on personal service income to 12 percent on incomes over $21,000. At the 1978 election, North Dakota voters approved an initiative reducing the personal income tax rates; the highest rate is now 7.5 percent on income over $30,000, rather than 10 percent on income over $8,000. Rhode Island increased its tax from 17 to 19 percent of federal tax liability. Vermont repealed its 9 percent surtax, thus reducing its total rate from 27.25 to 25 percent of federal tax liability, effective with 1977 tax years.

Exemptions and personal credits. Alaska provided a tax credit equal to $100 for the first time after 1977 that a person files a return, $200 for the second time, and $300 for each additional time. California increased the personal credit from $25 to $100 for single taxpayers and from $50 to $200 for joint returns for 1978 only. Colorado increased the personal exemption from $750 to $850, beginning with 1978 tax years. Maine increased its personal exemption from $1,000 to $1,200 for 1978 only. Minnesota increased the personal credit from $30 to $40 for each taxpayer, spouse, and dependent, but reduced the amount of the additional credits for persons over 65, deaf, or blind from $30 to $20. New York increased the personal exemption from $650 to $700 for 1979 and to $750 for 1980 and thereafter.

Idaho increased the amount of its credit or refund for elderly taxpayers, spouses, and dependents from $20 to $30. Indiana increased the additional personal exemption for taxpayers and spouses over age 65 from $500 to $1,000 and enacted a $25 credit for persons over 65 with incomes under $15,000. Hawaii increased the personal exemption for blind, deaf, or totally disabled persons from $5,000 to $7,000.

Standard deductions. Mississippi increased the maximum standard deduction from $750 to $1,500. New York also increased the percentage and minimum and maximum amounts of its standard deduction for 1978 and subsequent years.

Specific credits. Colorado increased the amount of its food sales tax credit from $7 per capita to a range of $8-$17 per capita, depending on income. New Mexico increased the amount of its sliding-scale credit for state and local taxes. Vermont revised its credit for sales taxes, raising the maximum eligible income to $8,999. Michigan enacted a credit for residential heating fuel costs.

Withholding. Georgia, Mississippi, and Ohio provided for withholding of tax from military pay. New Jersey permitted employers withholding less than $200 per month to file quarterly rather than monthly.

State-federal conformity. Arizona adopted federal adjusted gross income with modifications as the tax base for its personal income tax and federal taxable income with modifications as the base for its corporate income tax.

Corporation Income Taxes

Tax rates. Maine reduced its tax rates from 5 to 4.93 percent on the first $25,000 of taxable income, and from 7 to 6.93 percent on additional amounts. Nebraska raised its rates from 4 to 4.5 percent on the first $25,000 of taxable income, and from 4.4 to 4.95 percent on additional amounts. At the November 1978 election, North Dakota voters approved an initiative increasing the corporate income tax by adding a rate of 8.5 percent on taxable income over $25,000.

Base expansion. Mississippi repealed the exemption for banks and savings and loan associations. Virginia extended its corporate income tax to include railway companies.

Credits. Colorado enacted a 10-year income tax credit for development of new business facilities which commence operations between July 1, 1978, and December 31, 1981. The credit is equal to $50 per new employee plus $50 per $100,000 of facility investment. Connecticut provided a credit for 25 percent of the tax attributable to a manufacturing facility commencing operations after July 1, 1978, in a distressed municipality. Louisiana enacted a 10-year income tax credit for new business facilities equal to $5 for each employee working at the new facility. Maine provided a credit of 2 percent of wages (up to $6,000 per employee) for new jobs. New York revised and accelerated its investment tax credit; in 1979 and thereafter, the credit will be 4 percent.

Motor Fuel Taxes

Tax rates. Iowa enacted a two-stage increase in its motor fuel and diesel fuel rates: effective July 1, 1978, the motor fuel tax was increased from 7 cents to 8.5 cents per gallon and the diesel fuel tax from 8 to 10 cents; effective July 1, 1979, the motor fuel tax was increased to 10 cents and the diesel fuel tax to 11.5 cents. Michigan increased the motor fuel and marine fuel taxes from 9 to 11 cents, effective January 1, 1979. The diesel fuel tax rate was increased from 7 to 9 cents per gallon. Utah increased its motor fuel tax rate from 7 to 9 cents per gallon as of July 1, 1978. West Virginia increased its motor fuel rate from 8.5 to 10.5 cents on June 1, 1978.

Effective July 1, 1978, Idaho raised its rate on diesel fuel and liquefied petroleum gas from 8.5 to 9.5 cents; the gasoline tax had been increased to 9.5 cents in 1976. Oklahoma enacted a $50 annual fee on passenger cars, pickup trucks, and vans using LPG; the fee is in lieu of the fuel tax.

Gasohol. Colorado reduced the tax on gasohol sold in counties of 200,000 population to 2 cents per gallon. Iowa exempted gasohol until June 30, 1983.

Local taxes. New Mexico authorized two of its counties to impose a gasoline tax of up to 2 cents per gallon, if approved by the voters.

Exemptions and refunds. Indiana enacted a refund of the tax on fuel used in taxicabs. Kentucky enacted a refund of seven ninths of the tax on fuel used in taxicabs. Kentucky provided for a complete rather than partial (90 percent) refund of the tax on fuel used for agricultural purposes. North Carolina provided for a refund of 8 cents of the 9-cent-per-gallon tax when the fuel is used in taxicabs.

Cigarette and Tobacco Taxes

West Virginia was the only state to increase its cigarette tax rate. The rate was raised from 12 cents to 17 cents per pack, effective June 1, 1978.

Alcoholic Beverage Taxes

The District of Columbia lowered its tax on spiritous liquors from $2 to $1.50 per gallon, effective April 18, 1978. Michigan raised the rate of the additional tax on spirits with an alcoholic content of more than 22 percent from 1 to 1.85 percent of the retail selling price, making a combined tax rate of 13.85 percent, effective August 1, 1978. Mississippi extended to August 1, 1980, a 3 percent markup on alcoholic beverages sold by the alcoholic beverage control division; this markup was scheduled to expire on August 1, 1978. South Dakota imposed an additional 2 percent tax on purchases by a wholesaler of alcoholic beverages other than beer, effective July 1, 1978.

California imposed a tax of 2 cents per ounce on nonliquid distilled spirits containing 50 percent or less alcohol by weight and a tax of 4 cents per ounce on those containing more than 50 percent. Rhode Island imposed a tax of 20 cents per gallon on still wines made entirely from Rhode Island fruit and a tax of $1 per gallon on cordials of less than 50 percent proof.

Property Tax Relief

General. Massachusetts adopted a classified property tax, and Alabama revised its property tax classification system. California and Idaho voters adopted measures limiting property taxes to 1 percent of value.

General residential. Arizona provided for reduction of local taxes on residential property, subject to legislative appropriations. The District of Columbia increased the relief available under its nonelderly circuit-breaker program. Kansas revised its senior citizen circuit-breaker program by increasing the amount of the aid, lowering the age limit (59 in 1978, 55 in 1982), and extending it to persons with dependent children. Wisconsin provided a one-time credit of 10 percent of property taxes; the credit may not be more than $100 or less than $40 and renters also receive the minimum $40 credit. Alabama, Massachusetts, Texas, and the District of Columbia adopted exemptions for a specified amount of the value of a homestead.

Senior citizens. New York enacted a senior citizen circuit-breaker property tax relief program. California, Colorado, Idaho, Iowa, Maine, Maryland, Nebraska, Pennsylvania, Rhode Island, and South Dakota revised their circuit-breaker programs by making more taxpayers eligible or by increasing the amount of assistance given to present beneficiaries. Alabama, Indiana, South Carolina, and Tennessee revised their senior citizen property tax exemptions.

Personal property. South Dakota repealed the personal property tax.

Limits on State Taxation

California's Proposition 13 included a provision that any enactment or increase of a state tax requires a two-thirds vote of each house of the legislature. South Dakota voters approved a constitutional amendment requiring the approval of the voters or a two-thirds vote of the legislature to increase personal income, corporate income, and sales taxes, as well as certain property tax provisions.

Arizona, by constitutional amendment, limited annual state expenditures to 7 percent of state personal income.

Hawaii, Michigan, Tennessee, and Texas limited the growth in state expenditures to the rate of growth of the state economy or state personal income.

ACTION IN 1979

General Sales Taxes

Tax rates. South Dakota repealed a 1978 measure that would have increased the sales tax rate in 1980. Tennessee again extended its 4.5 percent sales tax rate to July 1, 1980.

Local sales taxes. Georgia extended to June 30, 1997, the period in which a local rapid transit tax may be imposed at the rate of 1 percent; afterwards, the maximum rate will be 0.5 percent. Illinois authorized the Chicago Regional Transportation Authority to impose a 1 percent sales tax in Cook County and a 0.25 percent sales tax in five neighboring counties. Missouri authorized counties to impose a 0.5 percent sales tax in conjunction with a property tax reduction. Texas authorized regional transit authorities to impose a sales tax of up to 1 percent.

Exemptions. Colorado, Nevada, and West Virginia exempted food from the sales tax. The Nevada exemption expires if the voters approve a tax limitation measure in 1980. The West Virginia exemption is being implemented in three phases: during the first year, food is taxed at 2 percent, during the second year food will be taxed at 1 percent, and after July 1, 1981, food will be exempt. Arkansas and Mississippi exempted prescription drugs. Colorado, Kansas, Kentucky, Maryland, Missouri, South Carolina, and Wisconsin enacted exemptions for fuel oil, gas, and electricity used for residential purposes. Colorado and Maryland exempted manufacturing machinery. Illinois reduced the sales tax on food and drugs from 4 to 3 percent.

Base expansion. South Dakota made most services subject to the sales tax.

Individual Income Taxes

Indexing. Four more states indexed major features of their income tax laws. Iowa provided that for 1979 tax years the income brackets will be adjusted by one fourth of the increase in the consumer price index and for 1980 tax years the brackets will be increased by one half of the increase. Minnesota provided that brackets will be adjusted for 85 percent of the increase in the Minneapolis/St. Paul consumer price index, beginning with 1979 tax years, and that the personal credits, standard deduction, and low-income credit will be adjusted, beginning with 1981 tax years. Oregon provided for annual recomputation of the personal exemption, based on the Portland consumer price index, beginning with 1981 tax years. Wisconsin provided that the tax brackets will be increased to reflect increases in the national consumer price index (up to 10 percent), beginning with 1980 tax years.

The three states that adopted indexing provisions in 1978 adopted related legislation in

1979. Arizona applied its indexing provisions to 1979 tax years; the 1978 legislation applied only to 1978 tax years. California provided that the 3 percent threshold used in adjusting income brackets would not be used for 1980 and 1981 tax years. Colorado set the inflation factor for 1979 at 1.07; the 1978 legislation provided that the legislature would set the factor annually, and that if it failed to do so the factor would be 1.06.

Rates. Delaware reduced its tax rates in two steps. Indiana reduced its income tax rate from 2 to 1.9 percent. Minnesota eliminated its top bracket, 17 percent on income over $40,000. Nebraska reduced its rate from 18 to 17 percent of federal tax liability. New York reduced the maximum rate on personal service income from 12 to 11 percent for 1980 and to 10 percent thereafter. Pennsylvania extended its temporary 2.2 percent rate through 1981; the rate had been scheduled to drop to 2 percent on January 1, 1980. Utah provided that the head of a household could use the income tax rates for joint returns rather than those for single taxpayers. Vermont reduced its tax from 25 to 23 percent of federal tax liability for 1979 only. Wisconsin reduced its tax rates.

North Dakota repealed a 1 percent business privilege tax that applied to the income of corporations and individuals in excess of $2,000.

Rebates and general credits. Colorado provided a credit for 10 percent of normal tax liability for 1979 and 1980. Indiana provided a credit for 15 percent of tax liability before credits for 1979. Iowa provided a rebate of 10 percent of the 1978 income tax (maximum rebate, $250; minimum rebate, the lesser of $15 or total amount of tax). Oregon provided a rebate of 9 percent of tax liability after credits for 1978. Wisconsin provided a credit of 16 percent (up to $900) of tax before credits for 1979.

Exemptions and personal credits. Iowa increased the personal credits from $15 to $16 each for taxpayer and spouse, from $10 to $11 for each dependent, and from $15 to $16 for taxpayers over 65 or blind. Kansas increased its personal exemption from $750 to $1,000. Massachusetts increased the exemptions for spouses, dependents, taxpayers over 65, and blind taxpayers. Minnesota increased the credit to $55 in 1979 and $60 in 1980 for taxpayers, spouses, dependents, and those who are blind, deaf, over 65, or quadriplegic. Mississippi increased the personal exemption for single taxpayers from $4,500 to $5,250 for 1979 and 1980, and to $6,000 for subsequent years; for joint returns, the exemption will increase from $6,500 to $8,000 for 1979 and 1980, and to $9,500 for subsequent years. The exemptions for dependents, persons over 65, and the blind were increased from $750 to $1,500, beginning with 1979. Montana increased its personal exemptions from $650 to $800; the exemptions will automatically be increased for 1979 and 1980 tax years if the general fund balance on certain dates exceeds specified amounts. North Carolina increased its personal exemption for taxpayer and spouse from $1,000 to $1,100 beginning with 1980 tax years, and its personal exemption for dependents from $600 to $700 in 1980 and to $800 in 1981. Oregon increased the personal exemption from $750 to $1,000.

Standard deduction. Iowa increased its standard deduction from 10 to 15 percent and increased the maximum to $1,200 for single persons and $3,000 for joint returns. Maryland increased the standard deduction from 10 to 13 percent and raised the maximum from $500 to $1,500 per taxpayer. Minnesota increased the maximum standard deduction from $1,000 to $2,000. Mississippi changed its standard deduction from 15 percent up to $1,500 to a flat $2,300 for single persons and $3,400 for joint returns. Montana increased the standard deduction from 10 to 15 percent and the maximum from $500 to $1,000. North Carolina increased the maximum standard deduction from $500 to $550.

Wisconsin increased its standard deduction from 15 percent up to $2,000 to a flat $2,300 for single persons and $3,400 for joint returns.

Local income taxes. Ohio authorized school districts to impose a tax of up to 1 percent on the incomes of resident individuals and corporations.

Specific credits and deductions. California increased the amount of its renter credit from $37 to $137 for married couples, heads of households, and surviving spouses, and to $60 for other individuals. Indiana allowed a deduction for up to $1,500 in rent. New Mexico enacted a food tax credit of $40 per exemption.

Corporate Income Taxes

Tax rates. California increased the corporate income tax rate from 9 to 9.6 percent for tax years ending in 1980. In subsequent years, the rate will vary between 9.3 percent and 9.6 percent, depending on the level of tax collections. Illinois imposed a tax of 2.85 percent of corporate income for tax years ending after June 30, 1979; beginning January 1, 1981, the rate will be reduced to 2.5 percent. The tax is in addition to the 4 percent corporate income tax and was imposed to replace revenues lost by the abolition of the corporate personal property tax. Nebraska reduced its tax from 4.5 to 4.25 percent on the first $25,000 of taxable income and increased its tax from 4.95 to 4.675 on additional amounts. Pennsylvania extended the 10.5 percent corporate income tax through 1981; it had been scheduled to revert to 9.5 percent on January 1, 1980.

Kansas reduced the tax on banks from 5 to 4.25 percent and the surtax on incomes of banks over $25,000 from 2.25 to 2.125 percent. New Jersey reduced the savings institution income tax from 5 to 3 percent. South Dakota increased the bank excise tax rate from 5.5 to 6 percent of income.

Credits. Delaware enacted a tax credit for new business facilities, equal to $75 for each new employee and $185 for each $100,000 in new business facility investment. Louisiana revised its credit for new business facilities to $100 per new employee in the year in which the expansion occurs rather than $5 per employee per year for 10 years.

Allocation and apportionment of income. Colorado revised the allocation and apportionment of income to provide that the entire net income of corporations would be apportioned by applying the property factor to half the income and the revenue factor to the other half. North Dakota provided that public utilities would be subject to the Uniform Division of Income for Tax Purposes Act.

Base expansion. Montana made savings and loan associations subject to the tax on corporation income.

Motor Fuel Taxes

Tax rates. Seven states enacted motor fuel tax increases: Arkansas, from 8.5 to 9.5 cents per gallon on gasoline and from 9.5 to 10.5 cents on diesel fuel; Montana, from 8 to 9 cents for gasoline and from 10 to 11 cents for diesel fuel; Nebraska, from 9.5 to 10.5 cents; New Hampshire, from 10 to 11 cents; Pennsylvania, from 9 to 11 cents; South Carolina, from 9 to 10 cents; and South Dakota, from 8 to 9 cents for gasoline and diesel fuel and from 6 to 7 cents for LPG. The rate in Washington increased from 11 to 12 cents per gallon as the result of the state's variable rate fuel tax law.

Massachusetts permanently extended its 8.5 cent rate, which was scheduled to revert to 7.5 cents on July 1, 1980. New Mexico adopted legislation tying the tax on motor fuel to its wholesale price. However, the tax rate can increase only one cent per year, with the first increase taking place on July 1, 1980.

Gasohol. Exemptions or reduced rates for gasohol were enacted in 12 states: Arkansas, Connecticut, Kansas, Louisiana, Maryland, Montana, New Hampshire, North Dakota, Oklahoma, South Carolina, South Dakota, and Wyoming. Colorado removed a restriction that limited its reduced rate to counties of more than 200,000 people.

Local taxes. Montana and Nevada authorized counties to impose a tax of two cents per gallon with the approval of the voters. Washington authorized a city of more than 400,000 population to impose a two-cent-per-gallon tax.

Aviation fuel. Alabama provided that the revenue commissioner is to adjust the rate of tax on aviation fuel to raise $600,000 per year; previously, annual collections were specified to be $500,000. Wyoming repealed the two-cent-per-gallon rebate for fuel used in aircraft.

Cigarette and Tobacco Taxes

Four states increased their cigarette tax rates, effective July 1, 1979: North Dakota, from 11 to 12 cents per pack; Oklahoma, from 13 to 18 cents; South Dakota, from 12 to 14 cents; and Utah, from 8 to 10 cents. Massachusetts made its 21-cent rate permanent. Oklahoma increased the tax on little cigars from 6.5 to 9 mills per cigar.

Alcoholic Beverage Taxes

Minnesota reduced the tax on sparkling wines from 81 to 40 cents per liter for the period July 1, 1979, to July 1, 1981. Mississippi extended the 3 percent markup on alcoholic beverages to July 1, 1981, rather than August 1, 1980. Nebraska raised the tax on beer from 11 to 12 cents per gallon and the tax on alcohol and spirits from $2.25 to $2.50 per gallon. The tax on wine was changed from 85 cents per gallon to 55 cents for wine containing 14 percent or less alcohol and $1.10 for wine containing more than 14 percent alcohol. North Carolina increased the tax on unfortified wine from 15.85 cents to 21 cents per liter and the tax on fortified wine from 18.49 to 24 cents per liter. Massachusetts made permanent the tax increases enacted in 1976.

Alabama replaced a 3 percent tax on sales to the Alcoholic Beverage Control Board with a 3 percent tax on sales by the board. Florida exempted all wine manufactured in Florida from Florida-grown products.

Property Tax Relief

General. The District of Columbia established a classified property tax system. Minnesota and Montana revised their property tax classification systems. Florida, Massachusetts, Nevada, and New Mexico placed limits on local property tax levies.

General residential. Maryland, Minnesota, Oregon, Wisconsin, and the District of Columbia increased the relief given under their circuit-breaker programs. Texas and Wyoming enacted exemptions for a specified amount of the value of a homestead. Indiana provided a 10 percent credit against the property tax liability of homeowners in 1980 and smaller credits in the four subsequent years. Utah provided a refund of 27 percent of the property taxes on a dwelling for 1979 and subsequent tax years; renters are to receive a refund of 2.7 percent of the rent. Wisconsin gave homeowners and renters an income tax credit for 12 percent of property taxes.

Senior citizens. Arkansas, Kansas, Missouri, Oklahoma, Rhode Island, and Utah revised their senior citizen circuit-breaker programs by making more taxpayers eligible or by increasing the amount of assistance given to present beneficiaries. Maryland extended its program to include renters. Montana, Ohio, Tennessee, and Washington enacted or revised other property tax relief programs for senior citizens.

Agricultural land. New Hampshire and Texas provided for use value assessment of agricultural land.

Personal property. California and Nevada exempted business inventories. Illinois repealed the personal property tax on corporations.

FOOD AND DRUG SALES TAX EXEMPTIONS*
As of January 1, 1980

State or other jurisdiction	*Tax rate*	*Exemptions*		*Related income tax credit*
		Food	*Prescription drugs*	
Alabama	4	...	(a)	...
Arizona	4	...	★	...
Arkansas	3	...	★	...
California	4.75	★	★	...
Colorado	3	★	★	...
Connecticut	7	★	★	...
Florida	4	★	★	...
Georgia	3	...	...	...
Hawaii	4	...	...	★
Idaho	3	...	★	★
Illinois	4	(b)	(b)	...
Indiana	4	★	★	...
Iowa	3	★	★	...
Kansas	3	...	★	...
Kentucky	5	★	★	...
Louisiana	3	★	★	...
Maine	5	★	★	...
Maryland	5	★	★	...
Massachusetts	5	★	★	★
Michigan	4	★	★	...
Minnesota	4	★	★	...
Mississippi	5	...	★	...
Missouri	3.125	...	★	...
Nebraska	3	...	★	★
Nevada	3	★	★	...
New Jersey	5	★	★	...
New Mexico	3.75	...	...	★
New York	4	★	★	...
North Carolina	3	...	★	...
North Dakota	3	★	★	...
Ohio	4	★	★	...
Oklahoma	2	...	...	...
Pennsylvania	6	★	★	...
Rhode Island	6	★	★	...
South Carolina	4	...	★	...
South Dakota	4	...	★	...
Tennessee	4.5	...	★	...
Texas	4	★	★	...
Utah	4	...	★	...
Vermont	3	★	★	★
Virginia	3	...	★	...
Washington	4.5	★	★	...
West Virginia	3	★(c)	★	...
Wisconsin	4	★	★	...
Wyoming	3	...	★	...
Dist. of Col.	5	★	★	...

*Prepared by the Federation of Tax Administrators on the basis of legislation enacted at 1979 sessions.

(a) Persons over age 65 are exempt from the sales tax on prescription drugs.

(b) Food and drugs are taxed at 3 percent.

(c) The exemption is phased in as follows: after June 30, 1979, food is taxed at 2 percent; after June 30, 1980, food is taxed at 1 percent; after June 30, 1981, food is exempt.

STATE EXCISE RATES*
As of January 1, 1980

State or other jurisdiction	Sales and gross receipts (percent)	Cigarettes (cents per pack)	Gasoline(a) (cents per gallon)	Distilled spirits(b) (per gallon)
Alabama	4	12	7	...
Alaska	...	8	8	$4.00
Arizona	4(c)	13	8	2.50
Arkansas	3	17.75	9.5	2.50
California	4.75	10	7	2.00(d)
Colorado	3	10	7	2.16(e)
Connecticut	7(f)	21	11	2.50
Delaware	...	14	9	2.25
Florida	4(g)	21	8	4.75(h)
Georgia	3	12	7.5	3.75
Hawaii	4(i)	40% of wholesale price	8.5	20% of wholesale price
Idaho	3	9.1	9.5	...
Illinois	4(aa)	12	7.5	2.00
Indiana	4(j)	10.5	8	2.62
Iowa	3	13	10	...
Kansas	3	11	8	2.50
Kentucky	5	3	9(k)	1.92
Louisiana	3	11	8	2.50(e)
Maine	5	16	9	...
Maryland	5	10	9	1.50(e)
Massachusetts	5	21	8.5	4.05
Michigan	4	11	11	...
Minnesota	4	18	9	4.39(e)
Mississippi	5(l)	11	9	...
Missouri	3.125	9	7	2.00
Montana	...	12	9	...
Nebraska	3(m)	13	10.5	2.50
Nevada	3(n)	10	6	1.90
New Hampshire	...	12	11	...
New Jersey	5	19	8	2.80
New Mexico	3.75	12	7(o)	1.50(p)
New York	4	15	8	3.25(e)
North Carolina	3(q)	2	9	...
North Dakota	3(r)	12	8	2.50
Ohio	4	15	7	...
Oklahoma	2	18	6.58	4.00
Oregon	...	9	7	...
Pennsylvania	6	18	11	...
Rhode Island	6	18	10	2.50
South Carolina	4	7	10	2.96(e,s)
South Dakota	4	14	9	3.05
Tennessee	4.5(t)	13	7(u)	4.00
Texas	4	18.5	5	2.00
Utah	4	10	9	...
Vermont	3	12	9	...
Virginia	3	2.5	9(v)	...
Washington	4.5(w)	16	12(x)	...
West Virginia	3(y)	17	10.5	...
Wisconsin	4	16	7	2.60(e)
Wyoming	3	8	8	...
Dist. of Col.	5(z)	13	10	1.50

---

*Prepared by the Federation of Tax Administrators on the basis of legislation enacted at the 1979 sessions.

(a) In a number of states, diesel fuel, liquefied petroleum gas, and gasohol used for motor vehicle purposes are taxed at a different rate than gasoline. These states are:

State	Motor fuel	Rate in cents per gallon
Alabama	Diesel and liquefied petroleum gas	8
Alaska	Liquefied petroleum gas	no tax
Arkansas	Diesel	10.5
	Liquefied petroleum gas	7.5
	Gasohol	no tax
California	Liquefied petroleum gas	6
Colorado	Gasohol	2
Connecticut	Gasohol	10
Hawaii	Liquefied petroleum gas	6
Iowa	Diesel	11.5
	Gasohol	no tax
Kansas	Diesel	10
	Liquefied petroleum gas	7
	Gasohol	3
Louisiana	Gasohol	no tax
Maryland	Gasohol	8
Michigan	Diesel	9
Mississippi	Diesel	10
	Liquefied petroleum gas	8
Montana	Diesel	10
	Liquefied petroleum gas	no tax
	Gasohol	2
Nebraska	Gasohol	5.5
New Hampshire	Gasohol	6
New Jersey	Liquefied petroleum gas	4
New York	Diesel	10
North Dakota	Gasohol	4
Oklahoma	Diesel and liquefied petroleum gas	6.5
	Gasohol	0.08
South Carolina	Gasohol	6
South Dakota	Liquefied petroleum gas	7
	Gasohol	5
Tennessee	Diesel	8
Texas	Diesel	6.5
Vermont	Diesel and liquefied petroleum gas	no tax
Washington	Liquefied petroleum gas	no tax
Wyoming	Diesel and liquefied petroleum gas	no tax
	Gasohol	4

(b) Seventeen states have liquor monopoly systems (Alabama, Idaho, Iowa, Maine, Michigan, Mississippi, Montana, New Hampshire, Ohio, Oregon, Pennsylvania, Utah, Vermont, Virginia, Washington, West Virginia, and Wyoming). (North Carolina has county-operated stores on a local option basis.) Some of the monopoly states impose taxes, generally expressed in terms of percentage of retail price. Only gallonage taxes imposed by states with license systems are reported in the table. Excise tax rates shown are general rates; some states tax distilled spirits manufactured in the state from state-grown products at lower rates.

(c) This rate is for retailers. Selected businesses are taxed at rates ranging from 0.375 to 4 percent.

(d) If not over 100 proof. If over 100 proof, $4.00 per gallon.

(e) In several states, the tax rate is now expressed in metric units: Colorado, $0.57 per liter; Louisiana, $0.66 per liter; Maryland, $0.3963 per liter; Minnesota, $1.16 per liter; New York, $0.859 per liter; South Carolina, $0.7828925 per liter (includes 9 percent surcharge); and Wisconsin, $0.687 per liter.

(f) Certain business services are taxed at 3.5 percent.

(g) Farm equipment is taxed at 3 percent.

(h) On beverages containing 14 to 48 percent alcohol. The tax rate on beverages containing more than 48 percent alcohol is $9.53 per gallon.

(i) Wholesalers and manufacturers, 0.5 percent; retailers, 4 percent.

(j) In addition to the 4 percent sales tax, a gross income tax is imposed, under which wholesale and retail sales are taxed at 0.35 percent in 1980. Thereafter, the gross income tax will be reduced annually until 2008, when it goes out of existence.

(k) Heavy equipment motor carriers pay an 11 cents per gallon tax on a use basis.

(l) Among other rates imposed under the tax: wholesale sales, 0.125 percent; automobiles, trucks, and truck tractors, 3 percent; manufacturing or processing machinery and farm tractors, 1 percent; contractors (on compensation exceeding $10,000), 2.5 percent.

(m) State board of equalization and assessment determines rate annually.

(n) Includes a mandatory, statewide, state-collected 1 percent county sales tax.

(o) The tax per gallon is determined annually on the basis of the average wholesale price of gasoline, but may not increase or decrease more than 1 cent per year.

(p) If not over 100 proof. If over 100 proof, $2.40 per gallon.

(q) Motor vehicles, boats, railway cars and locomotives, and airplanes, 2 percent with a maximum tax of $120. A tax of 1 percent is imposed on various items used in agriculture and industry. On some items subject to the 1 percent rate, the maximum tax is $80 per article.

(r) The tax on farm machinery and agricultural irrigational equipment is 2 percent.

(s) Includes 9 percent surtax. In addition, there is a tax of $4.88 ($4.48 plus 9 percent surtax) per case on wholesale sales.

(t) Rate scheduled to revert to 3 percent on June 30, 1980.

(u) Also subject to special privilege tax of 1 cent per gallon.

(v) An 11-cents-per-gallon tax is imposed on motor carriers of property on a use basis.

(w) Also has a gross income tax with rates varying from 0.01 percent to 1 percent according to type of business. Retailers are subject to a 0.44 percent tax under the business and occupation tax.

(x) The rate is determined semiannually at 21.5 percent of the average retail price, subject to a minimum of 9 and a maximum of 12 cents per gallon.

(y) Also has a gross income tax at rates ranging from 0.27 to 8.63 percent, according to type of business. Retailers are subject to a 0.55 percent rate under this tax.

(z) Parking charges are taxed at 12 percent; rooms, lodging, accommodations, food or drink for immediate consumption at 8 percent; alcoholic beverages for off-premise consumption at 6 percent; food or drink sold from vending machines, 2 percent.

(aa) Food and drugs are taxed at 3 percent.

STATE INDIVIDUAL INCOME TAXES*
As of January 1, 1980

State or other jurisdiction	Rate range(a) (percent)	Income brackets		Personal exemptions			Federal income tax deductible
		Lowest (ends)	Highest (over)	Single	Married	Dependents	
Alabama	1.5 to 5.0(4)	$ 1,000	$ 5,000	$1,500	$3,000	$ 300	★
Alaska	3.0 to 14.5(24)	2,000(b)	200,000(b)	1,000(m)	2,000(m)	1,000(m)	...
Arizona (ab)	2.0 to 8.0(7)	1,000(c)	6,000(c)	1,226	2,452	736	★
Arkansas	1.0 to 7.0(6)(d)	3,000	25,000	17.50(e)	35(e)	6(e)	...
California (ab)	1.0 to 11.0(11)	2,240(f)	17,430(f)	27(e)	54(e)	9(e)	...
Colorado (ab)	3.0 to 8.0(11)(g)	1,134	11,342	964	1,928	964	★
Delaware	1.4 to 13.5	1,000	100,000	600	1,200	600	★(h)
Georgia	1.0 to 6.0(6)	750(i)	7,000(i)	1,500(j)	3,000(j)	700	...
Hawaii	2.25 to 11.0(11)(k)	500	30,000	750	1,500	750	...
Idaho	2.0 to 7.5(6)(l)	1,000	5,000	1,000(l,m)	2,000(l,m)	1,000(l,m)	...
Illinois	2.5	Flat rate		1,000	2,000	1,000	...
Indiana	1.9	Flat rate		1,000	2,000(n)	500	...
Iowa (ab)	0.5 to 13.0(13)(o)	1,023	76,725	16(e)	32(e)	11(e)	★
Kansas	2.0 to 9.0(8)	2,000	25,000	1,000	2,000	1,000	★
Kentucky	2.0 to 6.0(5)	3,000	8,000	20(e)	40(e)	20(e)	★
Louisiana	2.0 to 6.0(3)(r)	10,000	50,000	2,500	5,000	400	★
Maine	1.0 to 10.0(8)	2,000	25,000	1,000	2,000	1,000	...
Maryland	2.0 to 5.0(4)	1,000	3,000	800	1,600	800	...
Massachusetts	5.375(p)	Flat rate		2,000	2,800(q)	700	...
Michigan	4.6	Flat rate		1,500	3,000	1,500	...
Minnesota (ab)	1.6 to 16.0(13)(d)	600	32,800	60(e)	120(e)	60(e)	★
Mississippi	3.0 to 4.0(2)	5,000	5,000	5,250	8,000	1,500	...
Missouri	1.5 to 6.0(10)	1,000	9,000	1,200	2,400	400	★
Montana	2.0 to 11.0(10)(s)	1,000	35,000	800	1,000	800	★
Nebraska	17% of U.S. tax(t)	...	...	...	...	...	...
New Jersey	2.0 to 2.5(2)(u)	20,000	20,000	1,000	2,000	1,000	...
New Mexico	0.8 to 9.0(18)(v)	2,000	100,000	1,000(m)	2,000(m)	1,000(m)	...
New York	2.0 to 14.0(13)	1,000	23,000	750	1,500	750	...
North Carolina	3.0 to 7.0(5)	2,000	10,000	1,100	2,200	700	...
North Dakota	1.0 to 7.5(6)(w)	3,000	30,000	750(m)	1,500(m)	750(m)	★
Ohio	0.5 to 3.5(6)	5,000	40,000	650	1,300	650	...
Oklahoma	0.5 to 6.0(7)(x)	1,000	7,500	750	1,500	750	★
Oregon (ab)	4.0 to 10.0(7)	500	5,000	1,000	2,000	1,000	★(h)
Pennsylvania	2.2	Flat rate		0	0	0	...
Rhode Island	19% of U.S. tax	...	...	...	...	...	...
South Carolina	2.0 to 7.0(6)	2,000	10,000	800	1,600	800	★(h)
Utah	2.25 to 7.75(7)(y)	750	4,500	750(m)	1,500(m)	750(m)	★
Vermont	25% of U.S. tax(z)	...	...	...	...	...	...
Virginia	2.0 to 5.75(4)	3,000	12,000	600	1,200	600	...
West Virginia	2.1 to 9.6(24)	2,000	200,000(aa)	600	1,200	600	...
Wisconsin (ab)	3.4 to 10.0(8)	3,000	40,000	20(e)	40(e)	20(e)	...
Dist. of Col.	2.0 to 11.0(10)	1,000	25,000	750	1,500	750	...

STATE INDIVIDUAL INCOME TAXES*
(Footnotes)

*Prepared by the Federation of Tax Administrators on the basis of legislation enacted at 1979 sessions.

Note: The table excludes the following state taxes: Connecticut taxes dividends at 1 to 9 percent and capital gains at 7 percent. New Hampshire taxes interest and dividends at 5 percent. Tennessee taxes dividends and interest at 6 percent; it imposes a 4 percent tax on dividends from corporations with property at least 75 percent of which is assessable for property tax in Tennessee.

(a) Figure in parentheses is the number of steps from lowest to highest tax rate.

(b) The range reported is for single persons. For joint returns, the same rates are applied to brackets ranging from $4,000 to $400,000. For heads of households, the brackets range from $2,000 to $300,000.

(c) For joint returns, the tax is twice the tax imposed on half the income.

(d) Provides for the exemption of or the imposition of lower rates on taxpayers with incomes below certain levels.

(e) Tax credits.

(f) The range reported is for single persons. For married persons, the tax is twice the tax imposed on half the income. For heads of households, brackets range from $4,500 to $20,240.

(g) Imposes a surtax of 2 percent on gross income from intangibles which exceed $5,000. A credit is allowed on taxable income up to $9,000, computed by dividing taxable income by 200.

(h) The federal tax deduction is limited: in Delaware to $300 for single persons and $600 for joint returns; in Oregon to $7,000; and in South Carolina to $500.

(i) The range reported is for single persons. For joint returns and heads of households, the same rates are applied to income brackets ranging from $1,000 to $10,000. For married persons filing separately, the income brackets range from $500 to $5,000.

(j) In addition, low-income taxpayers are allowed a tax credit up to $15 for single persons and $30 for heads of households or married persons filing jointly.

(k) The range reported is for single persons. For joint returns, the tax is twice the tax imposed on half the income. Different rates and brackets apply to heads of households.

(l) In the case of joint returns, the tax is twice the tax imposed on half the income. A filing fee of $10 is imposed on each return. A credit of $15 is allowed for each personal exemption.

(m) These states by definition allow personal exemptions provided in the Internal Revenue Code. Under existing law, Idaho follows the federal code as of January 1, 1979, North Dakota as of December 31, 1976, and Utah (for purposes of personal exemptions) as of December 31, 1974. Alaska and New Mexico automatically accept amendments to the federal code.

(n) Allows $1,000 for individual taxpayers and $500 for dependents. On joint returns, each spouse may subtract the lesser of $1,000 or adjusted gross income; the minimum exemption is $500 for each spouse.

(o) No tax is imposed on persons whose net income does not exceed $5,000.

(p) A 10.75 percent rate is applied to interest and dividends (other than from savings deposits) and on net capital gains. The 5.375 percent rate applies to all other income, including earned income and interest and dividends from savings deposits. These rates include a 7.5 percent surtax.

(q) Minimum allowance: permits exemption of a spouse's earnings up to $2,000.

(r) These are the official rates and exemptions, mandated by state constitution. The actual tax is found by referring to a table that relates federal tax liability, exemptions, and filing status to amount of state tax.

(s) In addition, a permanent 10 percent surcharge is imposed.

(t) The rate is determined annually by the state board of equalization and assessment.

(u) A separate tax is levied on New York-New Jersey commuters. Taxpayers are liable only for the larger of the applicable taxes.

(v) The rate range reported is for single persons; for joint returns and heads of households, tax rates range from 0.8 percent on income not over $2,000 to 9 percent on income over $200,000. Different rates apply to married persons filing separately.

(w) Also, a 1 percent tax is imposed on net incomes over $2,000 derived from a business, trade, or profession other than as an employee. The additional tax expires January 1, 1981.

(x) The rate range shown is for single persons. For joint returns, and surviving spouses, tax rates range from 0.5 percent on the first $2,000 to 6 percent on amounts over $15,000. For heads of households, tax rates range from 0.5 percent on the first $1,500 to 6 percent on amounts over $11,250.

(y) The rate range reported is for single persons. For joint returns, rates range from 2.75 percent on income up to $1,500 to 7.75 percent on amounts over $7,500. Different rates and brackets apply to married persons filing separately.

(z) If Vermont tax liability for any taxable year exceeds Vermont tax liability determinable under federal law in effect January 1, 1967, the taxpayer will be entitled to a credit equal to the excess plus 6 percent of that amount.

(aa) The range reported is for single persons and heads of households. For joint returns the same rates are applied to brackets ranging from $4,000 to $400,000.

(ab) Seven states have statutory provisions for automatic adjustment of tax brackets or personal exemptions, as well as other features, to reflect changes in the price level. Adjustments to be made for 1980 tax years will generally not be known until the latter part of 1980. The 1979 adjustment is shown when available.

STATE SEVERANCE TAXES: 1979*

State	*Title and application of tax (a)*	*Rate*
Alabama	Iron Ore Mining Tax	3¢/ton
	Forest Products Severance Tax	Varies by species & ultimate use
	Oil and Gas Conservation Tax	2% of gross value at point of production
	Oil and Gas Production Tax	6% of gross value at point of production; 4% for wells producing less than 26 bbls./day
	Coal Severance Tax	13.5¢/ton (b)
	Coal and Lignite Severance Tax	20¢/ton in addition to coal tax
Alaska	Fisheries Business Tax	3 to 5% of fish value based on type of fish
	Oil and Gas Properties Production Tax	Percentage of gross value determined annually
Arkansas	Natural Resources Severance Tax	Separate rate for each substance
	Oil and Gas Conservation Tax	Less than 10 mills/bbl. of oil & 1 mill/1,000 cu. ft. of gas
California	Oil and Gas Production Tax	Rate determined annually by Dept. of Conservation
Colorado	Oil and Gas Conservation Tax	1 mill/$1 market value at wellhead
	Severance Tax (c)	Separate rate for each substance
Florida	Oil and Gas Production Tax	5% of gross value at point of production
	Solid Minerals Tax (d)	5% of market value at point of severance
Georgia	Oil and Gas Production Tax	5 mills/bbl. of oil & ½ mill/1,000 cu. ft. of gas
Idaho	Ore Severance Tax	2% of net value
	Oil and Gas Production Tax	5 mills/bbl. of oil & 5 mills/50,000 cu. ft. of gas (e)
Indiana	Petroleum Production Tax (f)	1% of the value
Kansas	Oil and Gas Production Tax	$.003/bbl. of oil & $.0008/1,000 cu. ft. of gas & $.001 bbl. of petroleum (g)
Kentucky	Oil Production Tax	½% of market value (h)
	Coal Severance Tax	4½% of gross value
Louisiana	Natural Resources Severance Tax	Rate varies according to substance
	Gas Gathering Tax	1¢/1,000 cu. ft. of gas (i)
	First Use Tax (j)	7¢/1,000 cu. ft. of natural gas as measured at a specified pressure and temperature base
Michigan	Gas and Oil Severance Tax	2% of gross cash market value (k)
Minnesota	Iron Severance Tax (l)	15 to 15.5% of value (depending on ore) minus credits
	Ore Royalty Tax	15 to 15.5% of royalty (depending on ore) minus credits
	Taconite, Iron Sulphides and Agglomerate Taxes	(m)
	Semi-Taconite Tax	(m)
	Copper-Nickel Taxes	1% of value of ores mined or produced (n)
Mississippi	Oil and Gas Severance Tax	The greater of 6% of value or 6¢/bbl. of oil and 6% of value or 3 mills/1,000 cu. ft. of gas
	Timber Severance Tax	18¢ to 80¢/1,000 board ft. depending on type of wood
	Salt Severance Tax	3% of value of amount produced
Montana	Coal Severance Tax	Varies by quality of coal & type of mine
	Metalliferous Mines License Tax (o)	Progressive gross value tax from 0.15% to 1.438% of value
	Oil or Gas Producers Severance Tax	Progressive gross value tax from 2.1% to 2.65% of value
	Micaceous Minerals License Tax	5¢/ton produced
	Cement License Tax (p)	22¢/ton of cement, 5¢/ton of gypsum or plaster
	Mineral Mining Tax	$25 plus ½% of gross value over $5,000
Nebraska	Oil and Gas Severance Tax	2% of value
	Oil and Gas Conservation Tax	5 mills/bbl. of oil & 5 mills/50,000 cu. ft. of gas
Nevada	Net Proceeds of Mines Tax	Property tax rate of place where mine is located
	Oil and Gas Conservation Tax	5 mills/bbl. of oil & 5 mills/50,000 cu. ft. of gas
New Hampshire	Refined Petroleum Products Tax	0.1% of value
New Mexico	Resources Excise Tax (q)	¾% for most substances
	Severance Tax (q)	Varies according to substance
	Oil and Gas Severance Tax	5.7¢/1,000 cu. ft. of gas & 51.5¢/bbl. of oil or liquid hydrocarbon
	Oil and Gas Privilege Tax	2.55% of value
	Natural Gas Processors Tax	0.45% of value
	Oil and Gas Ad Valorem Production Tax	Variable
	Oil and Gas Conservation Tax (r)	Variable percentage
North Carolina	Oil and Gas Conservation Tax	5 mills/bbl. of oil and ½ mill/1,000 cu. ft. of gas (e)
	Primary Forest Assessment Tax	12¢ to 50¢/1,000 board ft. depending on use
North Dakota	Oil and Gas Gross Production Tax	5% of gross value at well
	Coal Severance Tax	85¢/ton & 1¢/ton for each 4 point increase in wholesale price index

STATE SEVERANCE TAXES: 1979*—Concluded

State	*Title and application of tax (a)*	*Rate*
Ohio	Resource Severance Tax (s)	Separate rate for each substance
Oklahoma	Oil, Gas and Mineral Gross Production Tax (t)	Separate rate for each substance
	Natural Gas and Casinghead Gas Conservation Excise Tax	7¢/1,000 cu. ft. less 7% of the gross value of each 1,000 cu. ft. of gas
	Coal Production Tax (u)	5¢/ton of coal
Oregon	Forest Products Severance Tax	5¢/1,000 board ft.
	Severance Tax on Eastern Oregon Timber	5% of value
	Severance Tax on Western Oregon Timber	6½% of value
South Dakota	Mineral Severance Tax	4% of net profits (v)
	Energy Minerals Severance Tax	4½% of taxable value of any energy mineral
Tennessee	Oil and Gas Production Tax (w)	1½% of sales price
	Coal Severance Tax	20¢ per ton
Texas	Natural Gas Production Tax	7½% of market value
	Oil Production Tax	4.6% of value if greater than $1/bbl.; otherwise 4.6¢/bbl.
	Sulphur Production Tax	$1.03/long ton
	Cement Distributor's Tax	2¾¢/100 lbs.
Utah	Mining Occupation Tax (x)	1% of value for metals & uranium, 2% of value for oil & gas
	Oil and Gas Conservation Tax	Up to 2 mills per dollar of wellhead value
Virginia	Forest Products Tax	Varies by species & ultimate use
Wisconsin	Metalliferous Minerals Occupation Tax	Progressive net proceeds tax from 6% to 20%
Wyoming	Oil and Gas Production Tax	2/5 mill/dollar (e)
	Mining, Excise and Severance Taxes	Varies by substance from 1.6% to 3% of value

---

**Source:* Commerce Clearing House, *State Tax Guide*.

(a) Application of tax is same as that of title unless otherwise indicated by a footnote.

(b) Tax scheduled to terminate upon the redemption of all bonds issued by the Alabama State Docks Department.

(c) Metallic minerals, coal, oil shale, and oil and gas.

(d) Clay, gravel, phosphate rock, lime, shells, stone, sand, and rare earths.

(e) Maximum ratio set annually by administrative action.

(f) Petroleum, oil, gas, and other hydrocarbons.

(g) Figures are the total parts of the tax designed for conservation and pollution prevention.

(h) 61 counties impose an additional 1 percent tax.

(i) The tax was suspended pending a determination by a court of last resort as to its constitutionality.

(j) First occurrence in the state of any use of natural gas upon which no severance tax has been assessed or is not subject to any U.S. import tax or tariff.

(k) Plus a fee (not to exceed 1 percent of gross value) on oil and gas produced the previous year.

(l) All ores.

(m) $1.25/ton plus a surcharge up to 1.6 percent based on the percentage iron content of the ore, except for semitaconites which are taxed at 10¢/ton plus the surcharge.

(n) Plus miscellaneous taxes on royalties and additional tax based on the percentage copper-nickel content of the ore.

(o) Metals and gems and precious stones.

(p) Cement and gypsum or allied products.

(q) Natural resources except oil and gas.

(r) Oil, gas, geothermal energy, coal, and uranium.

(s) Any natural resource.

(t) Asphalt, oil, gas, uranium, and metals.

(u) From July 1, 1979, until June 30, 1981, operators of coal-mining operations must pay this tax.

(v) Only imposed on annual market value if above $100,000.

(w) No taxes shall be assessed against natural gas that is produced for a period of one year after April 2, 1979.

(x) Metals, oil, gas, and uranium.

AGENCIES ADMINISTERING MAJOR STATE TAXES*
As of January 1, 1980

State or other jurisdiction	*Income*	*Sales*	*Gasoline*	*Motor vehicle*
Alabama	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Alaska	Dept. of Rev.	. . .	Dept. of Rev.	Dept. of Pub. Sfty.
Arizona	Dept. of Rev.	Dept. of Rev.	Dept. of Trans.	Dept. of Trans.
Arkansas	Dept. of Fin. & Adm.	Dept. of Fin. & Adm.	Dept. of Fin. & Adm.	Dept. of Fin. & Adm.
California	Fran. Tax Bd.	Bd. of Equal.	Bd. of Equal.	Dept. of Mot. Veh.
Colorado	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Connecticut	Dept. of Rev. Serv.	Dept. of Rev. Serv.	Dept. of Rev. Serv.	Commr. of Mot. Veh.
Delaware	Div. of Rev.	. . .	Dept. of Pub. Sfty.	Dept. of Pub. Sfty.
Florida	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Div. of Mot. Veh.
Georgia	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Hawaii	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	County Treasr.
Idaho	Dept. of Rev./Tax.	Dept. of Rev./Tax.	Dept. of Rev./Tax.	Dept. of Law Enf.
Illinois	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Secy. of State
Indiana	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Bur. of Mot. Veh.
Iowa	Dept. of Rev.	Dept of Rev.	Dept. of Rev.	Dept. of Trans.
Kansas	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Kentucky	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Trans.
Louisiana	Dept. of Rev./Tax.	Dept. of Rev./Tax.	Dept. of Rev./Tax.	Dept. of Pub. Sfty.
Maine	Bur. of Tax.	Bur. of Tax.	Bur. of Tax.	Secy. of State
Maryland	Comptroller	Comptroller	Comptroller	Dept. of Trans.
Massachusetts	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Reg. of Mot. Veh.
Michigan	Dept. of Treas.	Dept. of Treas.	Dept. of Treas.	Secy. of State
Minnesota	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Pub. Sfty.
Mississippi	Tax Com.	Tax Com.	Mot. Veh. Compt.	Mot. Veh. Compt.
Missouri	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Montana	Dept. of Rev.	. . .	Dept. of Rev.	Reg. of Mot. Veh.
Nebraska	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Mot. Veh.
Nevada	. . .	Dept. of Tax.	Dept. of Tax.	Dept. of Mot. Veh.
New Hampshire	Dept. of Rev. Adm.	. . .	Dept. of Sfty.	Dept. of Sfty.
New Jersey	Dept. of Treas.	Dept. of Treas.	Dept. of Treas.	Dept. of Law & Pub. Sfty.
New Mexico	Dept. of Tax. & Rev.	Dept. of Tax. & Rev.	Dept. of Tax. & Rev.	Dept. of Trans.
New York	Dept. of Tax. & Fin.	Dept. of Tax. & Fin.	Dept. of Tax. & Fin.	Dept. of Mot. Veh.
North Carolina	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Trans.
North Dakota	Tax Commr.	Tax Commr.	Tax Commr.	Dept. of Mot. Veh.
Ohio	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	Reg. of Mot. Veh.
Oklahoma	Tax Com.	Tax Com.	Tax Com.	Tax Com.
Oregon	Dept. of Rev.	. . .	Dept. of Trans.	Dept. of Trans.
Pennsylvania	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Trans.
Rhode Island	Dept. of Adm.	Dept. of Adm.	Dept. of Adm.	Dept. of Trans.
South Carolina	Tax Com.	Tax Com.	Tax Com.	Dept. of Hwy./Pub. Trans.
South Dakota	. . .	Dept. of Rev.	Dept. of Rev.	Dept. of Mot. Veh.
Tennessee	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Texas	. . .	Comptroller	Comptroller	Highway Dept.
Utah	Tax Com.	Tax Com.	Tax Com.	Tax Com.
Vermont	Commr. of Taxes	Commr. of Taxes	Commr. of Taxes	Mot. Veh. Dept.
Virginia	Dept. of Tax.	Dept. of Tax.	Div. of Mot. Veh.	Div. of Mot. Veh.
Washington	. . .	Dept. of Rev.	Dept. of Licensing	Dept. of Licensing
West Virginia	Tax Dept.	Tax Dept.	Tax Dept.	Dept. of Mot. Veh.
Wisconsin	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Trans.
Wyoming	. . .	Dept. of Rev. & Tax.	Dept. of Rev. & Tax.	Dept. of Rev. & Tax.
Dist. of Col.	Dept. of Fin. & Rev.	Dept. of Fin. & Rev.	Dept. of Fin. & Rev.	Dept. of Fin. & Rev.

*Prepared by the Federation of Tax Administrators.

AGENCIES ADMINISTERING MAJOR STATE TAXES*—Concluded
As of January 1, 1980

State or other jurisdiction	*Tobacco*	*Death*	*Alcoholic beverage*	*No. of agencies*
Alabama	Dept. of Rev.	Dept. of Rev.	Al. Bev. Cont. Bd.	2
Alaska	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Arizona	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Arkansas	Dept. of Fin. & Adm.	Dept. of Fin. & Adm.	Dept. of Fin. & Adm.	1
California	Bd. of Equal.	Controller	Bd. of Equal.	4
Colorado	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1
Connecticut	Dept. of Rev. Serv.	Dept. of Rev. Serv.	Dept. of Rev. Serv.	2
Delaware	Div. of Rev.	Div. of Rev.	Div. of Rev.	2
Florida	Dept. of Bus. Regln.	Dept. of Rev.	Dept. of Bus. Regln.	3
Georgia	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1
Hawaii	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	2
Idaho	Dept. of Rev./Tax.	Dept. of Rev./Tax.	Dept. of Rev./Tax.	2
Illinois	Dept. of Rev.	Atty. Gen.	Dept. of Rev.	3
Indiana	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Iowa	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Kansas	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1
Kentucky	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Louisiana	Dept. of Rev./Tax.	Dept. of Rev./Tax.	Dept. of Rev./Tax.	2
Maine	Bur. of Tax.	Bur. of Tax.	Liquor Com.	3
Maryland	Comptroller	Local	Comptroller	3
Massachusetts	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Michigan	Dept. of Treas.	Dept. of Treas.	Liquor Cont. Com.	3
Minnesota	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Mississippi	Tax Com.	Tax Com.	Tax Com.	2
Missouri	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1
Montana	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Nebraska	Dept. of Rev.	Dept. of Rev.	Liquor Cont. Com.	3
Nevada	Dept. of Tax.	...	Dept. of Tax.	2
New Hampshire	Dept. of Rev. Adm.	Dept. of Rev. Adm.	Liquor Com.	3
New Jersey	Dept. of Treas.	Dept. of Treas.	Dept. of Treas.	2
New Mexico	Dept. of Tax. & Rev.	Dept. of Tax. & Rev.	Dept. of Tax. & Rev.	2
New York	Dept. of Tax. & Fin.	Dept. of Tax. & Fin.	Dept. of Tax. & Fin.	2
North Carolina	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
North Dakota	Tax Commr.	Tax Commr.	Treasurer	3
Ohio	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	2
Oklahoma	Tax Com.	Tax Com.	Tax Com.	1
Oregon	Dept. of Rev.	Dept. of Rev.	Liquor Cont. Com.	3
Pennsylvania	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Rhode Island	Dept. of Adm.	Dept. of Adm.	Dept. of Adm.	2
South Carolina	Tax Com.	Tax Com.	Tax Com.	2
South Dakota	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Tennessee	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1
Texas	Comptroller	Comptroller	Al. Bev. Com.	3
Utah	Tax Com.	Tax Com.	Tax Com.	1
Vermont	Commr. of Taxes	Commr. of Taxes	Commr. of Taxes	2
Virginia	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	2
Washington	Dept. of Rev.	Dept. of Rev.	Liquor Cont. Bd.	3
West Virginia	Tax Dept.	Tax Dept.	Al. Bev. Cont. Commr.	3
Wisconsin	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2
Wyoming	Dept. of Rev. & Tax.	Dept. of Rev. & Tax.	Liquor Com.	2
Dist. of Col.	Dept. of Fin. & Rev.	Dept. of Fin. & Rev.	Dept. of Fin. & Rev.	1

PROPERTY TAX RELIEF: STATE-FINANCED CIRCUIT-BREAKER PROGRAMS*

State	Description of beneficiaries						Form of Relief				
	Homeowners with qualifying age	Renters with qualifying age	Disabled	Widows	Other	Income ceiling	Income tax credit	Rebate	Reduction in tax bill	Other	Notes:
Alabama	...	...	★	...	Retired persons over 65; blind	...	...	...	...	Exempt from state property tax	...
Arizona	65	65	...	...	...	...	★	...	★	...	Renters receive a property tax credit on their income tax returns. Homeowners qualify for a general property tax reduction keyed to school district spending levels.
Arkansas	65	...	...	62	...	...	★	★	...	...	Relief based on amount by which property taxes exceed a specified percentage of household income.
California	62	All	...	...	...	$12,000	...	★	...	...	...
Colorado	65	65	★	...	...	$7,300 for single person $8,300 for married person	★	★	...	...	...
Connecticut	65	65	...	...	...	$6,000	...	...	...	Housing subsidy or property tax freeze	...
Delaware	65	...	...	...	...	$3,000	...	...	...	Partly exempt	Exempt from paying a property tax on the first $5,000 of assessed valuation of property.
Idaho	65	...	...	★	Blind; disabled veterans; fatherless children under 18	$7,500	...	...	★	...	Reduction based on income.
Illinois	65	65	★	...	...	...	...	★	...	...	Relief based on amount by which property tax (or rent equivalent) exceeds 4 percent of household income; relief also provided for first $1,500 of increased assessed value over the 1977 value.
Indiana	65	65	...	...	...	$5,000	★	★	...	...	...
Iowa	65	65	★	...	...	$9,000	...	★	...	...	...
Kansas	58	58	★	52	Families with children under 18	$13,000	...	★	...	...	Relief is given for taxes in excess of various percentages of income.
Maine	62	62	...	...	...	$5,000 for single person $6,000 for married person	...	★	...	...	Relief is equal to the amount of tax up to $400.
Maryland	All	All	...	...	...	...	★	...	...	...	Relief based on extent to which tax exceeds various percentages of income.
Massachusetts	...	...	...	...	...	...	...	...	...	...	Small program for certain elderly, certain retired citizens, and certain veterans.

Michigan	All	All	...	...	Veterans	...	...	★	...	...	Eligibility requires payment in excess of 3.5% of income for property tax.
Minnesota	All	All	★	...	Senior citizens	...	★	★	...	...	Relief based on extent of the property tax over various percentages of income.
Missouri	65	65	...	...	...	$ 7,500	★	★	...	...	...
Nevada	62	62	...	...	...	$11,000	...	★	...	...	Relief ranges from 90% of property tax for incomes of less than $1,999 to 10% for incomes between $10,000 and $11,000. Maximum relief is $300 (17 percent of rent equals tax equivalent).
New Mexico	65	65	...	...	...	$16,000	★	★	...	...	Relief based on various property tax liability and gross income classes.
New York	All	All	...	...	...	$12,000	★	...	...	...	Relief applies to households with gross incomes up to $12,000 for whom 50% of real property tax exceeds scaled threshold amounts of gross income. Credits range from $10 to a maximum of $200.
North Dakota	65	...	★	...	...	...	...	...	★	...	Relief applies to persons with incomes under $3,500 and assessed value of the property is reduced 100 percent (maximum reduction).
Ohio	65	...	★	...	...	...	...	...	★	...	Relief ranges from a 70% reduction or $5,000, whichever is less.
Oklahoma	65	...	★	...	...	...	★	...	...	...	Relief is equal to property taxes due in excess of 1% of household income.
Oregon	All	All	...	...	...	$15,999	...	★	...	...	Relief depends on level of income.
Pennsylvania	65	65	★	(a)	...	$ 7,500	...	★	...	...	...
Rhode Island	65	65	...	...	...	$ 5,000	★	★	...	...	Relief equals amount by which property taxes paid exceed various percentages of household income.
South Dakota	65	...	★	...	...	...	...	★	...	...	Relief based on a percentage of real estate tax according to income.
Utah	65	65	...	...	...	...	...	★	...	...	Relief ranges from 95% of property taxes for incomes under $1,000 to 20% for incomes between $6,000 and $7,000.
Vermont	All	All	...	...	...	...	...	★	...	...	Relief based on amount of taxes paid exceeding 4% of income for incomes less than $4,000 up to 6% for incomes over $16,000.
Washington	62	...	★	...	Retired	...	...	...	...	...	...
West Virginia	65	65	...	...	...	...	...	★	...	...	Relief ranges from 30% to 75% of taxes which exceed a given percentage of income.
Wisconsin	All	All	...	...	...	...	★	★	...	...	...
Wyoming	65	...	★	...	...	...	...	...	...	...	...

**Sources:* Education Commission of the States and Advisory Commission on Intergovernmental Relations.

(a) Widows and widowers age 50 and over.

RANGE OF STATE CORPORATE INCOME TAX RATES*

As of January 1, 1980

State or other jurisdiction	Tax rate† (percent)	Federal income tax deductible
Alabama		★
Business corporations	5	
Banks & financial corps.	6	
Alaska		...
Business corporations	5.4(a)	
Banks & financial corps.	7(b)	
Arizona		★
$0 to $1,000	2.5	
Over $6,000	10.5(7)	
Arkansas		...
$0 to $3,000	1	
Over $25,000	6(5)	
California		...
Business corporations	9.6(c)	
Banks & financial corps.	11.6(c)	
Colorado	5	...
Connecticut	10(d)	...
Delaware	8.7	...
Florida	5(e)	...
Georgia	6	...
Hawaii		...
Business corporations:		
$0 to $25,000	5.85(f)	
Over $25,000	6.435(2)	
Banks & financial corps.	11.7	
Idaho	6.5(g)	...
Illinois	6.85(h)	...
Indiana	6(i)	...
Iowa		(j)
Business corporations:		
$0 to $25,000	6	
Over $100,000	10(3)	
Banks:		
$0 to $25,000	5	
Over $100,000	8(4)	
Kansas		...
Business corporations	4.5(k)	
Banks	4.25(k)	
Trust companies & savings & loan assocs.	4.5(k)	
Kentucky		...
$0 to $25,000	4	
Over $25,000	5.8(2)	
Louisiana		★
$0 to $25,000	4	
Over $200,000	8(5)	
Maine		...
$0 to $25,000	4.95	
Over $25,000	6.93(2)	
Maryland	7	...
Massachusetts		...
Business corporations	9.4962(l)	
Banks & trust companies	12.54	
Utility corporations	6.5	
Michigan	(ac)	...
Minnesota		...
Business corporations	12(m)	
Banks	12	
Mississippi		...
$0 to $5,000	3	
Over $5,000	4(2)	
Missouri		★
Business corporations	5	
Banks & trust companies	7	
Montana	6.75(n)	...
Nebraska		...
$0 to $25,000	4.25	
Over $25,000	4.675(2)(o)	
New Hampshire	8(p)	...
New Jersey	7.5(q)	...
New Mexico		...
Business corporations	5	
Banks & financial insts.	6(r)	
New York		...
Business corporations	10(s)	
Banks & financial corps.	12(t)	
North Carolina		...
Business corporations	6	
Building & loan assocs.	7.5	
North Dakota		★
Business corporations		
$0 to $3,000	3(u)	
Over $15,000	8.5(5)(u)	
Banks & financial corps.	5(v)	
Ohio		...
$0 to $25,000	4(w)	
Over $25,000	8(2)(w)	
Oklahoma	4	...
Oregon	7.5(x)	...
Pennsylvania	10.5	...
Rhode Island	8(y)	...
South Carolina		...
Business corporations	6	
Banks	4.5	
Financial associations	8	
South Dakota		★
Banks & financial corps.	6(z)	
Tennessee	6	...
Utah	4(aa)	...
Vermont		...
$0 to $10,000	5(ad)	
Over $250,000	7.5(4)(ad)	
Virginia	6	...
West Virginia	6	...
Wisconsin		...
$0 to $1,000	2.3	
Over $6,000	7.9(7)	
Dist. of Col.	9.9(ab)	...

---

*Prepared by the Federation of Tax Administrators on the basis of legislation enacted at 1979 sessions.

†Figure in parentheses is number of steps in range.

(a) Plus a surcharge of 4 percent of taxable income; the state surcharge exemption follows the federal surcharge exemption.

(b) Banks and other financial institutions are subject to a license tax.

(c) Minimum tax is $200.

(d) Or 0.31 mills per dollar (maximum $100,000) of capital stock and surplus, or $50, whichever is greater.

(e) An exemption of $5,000 is allowed.

(f) Taxes capital gains at 3.08 percent.

(g) An additional tax of $10 is imposed on each return.

(h) Includes 2.85 percent personal property tax replacement tax.

(i) Consists of 3 percent basic rate plus a 3 percent supplemental tax.

(j) Fifty percent of federal income tax deductible.

(k) Plus a surtax of 2.25 percent of taxable income in excess of $25,000 (2.125% for banks).

(l) Rate includes a 14 percent surtax, as does the following: plus a tax of $2.60 per $1,000 on taxable tangible property (or net worth allocable to state, for intangible property corporations). Minimum tax of $228 including surtax. Corporations engaged exclusively in interstate or foreign commerce are taxed at 5 percent of net income and are not subject to surtax.

(m) Minimum tax is $100.

(n) Minimum tax is $50; for small business corporations, $10.

(o) Twenty-five and 27.5 percent of individual income tax rate, determined annually by state board of equalization and assessment, imposed on net taxable income.

(p) Business profits tax imposed on both corporations and unincorporated business.

(q) This is the corporation business franchise tax rate, plus a net worth tax at millage rates ranging from 2 mills to 0.2 mill; minimum tax is $250. Corporations not subject to the franchise tax are subject to a 7.25 percent income tax. Savings institutions subject to a 3 percent surtax.

(r) Minimum tax is $100.

(s) Or $250; 1.78 mills per dollar of capital; or 10 percent of 30 percent or net income plus salaries and other compensation to officers and stockholders owning more than 5 percent of the issued capital stock less $15,000 and any net loss, if any of these is greater than the tax computed on net income.

(t) Minimum tax is $250 or 1.6 mills per dollar of capital stock; for savings institutions, the minimum tax is $250 or 2 percent of interest credited to depositors in preceding year.

(u) In addition to the tax shown, imposes a privilege tax of 1 percent on income in excess of $2,000 on corporations not subject to personal property (or in lieu) taxes.

(v) Minimum tax is $50; plus an additional 2 percent tax.

(w) Or 5 mills times the value of the taxpayer's issued and outstanding shares of stock as determined according to the total value of capital surplus, undivided profits, and reserves; minimum tax $50.

(x) Minimum tax is $10.

(y) Or, for business corporations, the tax is 40 cents per $100 of corporate excess, if greater than the tax computed on net income. For banks, if a greater tax results, the alternative tax is $2.50 per $10,000 of capital stock; minimum tax is $100.

(z) Minimum tax is $200 per authorized location.

(aa) Minimum tax is $25.

(ab) Includes 10 percent surtax. Minimum tax is $25.

(ac) Michigan imposes a single business tax (sometimes described as a business activities tax or value added tax) of 2.35 percent on the sum of federal taxable income of the business, compensation paid to employees, dividends, interest, and royalties paid, and other items.

(ad) Minimum tax is $50.

STATE TAX COLLECTIONS IN 1979*

INFLATION and tax and spending limitation measures were the major forces affecting state tax collections during fiscal 1979.[1] With double-digit inflation persisting, total tax collections of state governments increased by 10.3 percent over the previous year. In comparison, state taxes increased by 12 percent during fiscal 1978, and by 13.3 percent during fiscal 1977.

The rate of growth in state tax collections was tempered by public pressure for controls on taxes which came in the wake of the passage of Proposition 13 by California voters. This pressure was exemplified by the adoption of tax and spending limitations by a number of states, and the efforts of other states to decrease the tax burden via tax law revisions and, in some instances, direct tax rebates.

Tax amounts presented here are net of refunds paid, but include any state-imposed taxes collected or received by the state and subsequently distributed to local governments as grants-in-aid or shared revenues. Locally collected and retained taxes are not included. The fiscal 1979 figures are preliminary.

Major Tax Sources

Income taxes, sales taxes, and license taxes are the predominant state categories, with other less significant ones including property, inheritance, severance, and documentary transfer taxes. Of these various categories, sales taxes have historically been the most significant revenue sources. Table A presents the percentage distribution of the major taxes for selected years.

Table A

PERCENTAGE DISTRIBUTION OF STATE TAX COLLECTIONS, BY MAJOR TAX CATEGORY

Year	*Sales taxes*	*Income taxes*	*License taxes*	*Other*
1957	58.1	17.6	15.1	9.2
1962	58.6	19.6	13.0	8.8
1967	58.2	22.4	11.4	8.0
1972	55.5	29.1	9.0	6.4
1977	51.8	34.3	7.1	6.8
1979	50.9	35.8	6.6	6.7

Sales taxes of all types brought in $63.7 billion in state revenue during fiscal 1979. This figure included both general sales or gross receipts taxes, as well as selective sales taxes on items such as motor fuel and tobacco products. In total, state sales tax revenue accounted for 50.9 percent of all state tax collections in fiscal 1979.

General sales tax collections increased by 12 percent during fiscal 1979 and totaled $39.5 billion—accounting for almost 32 percent of all state tax revenue. This amounted to $180 per capita. This particular type of tax was the single largest revenue source in 33 states.

Specific excise taxes on the sale of selective types of goods and services accounted for

---

*Adapted by Maurice Criz and David Kellerman, Senior Advisor and Statistician, respectively, Governments Division, U.S. Bureau of the Census, from the annual report, *State Tax Collections in 1979.*

19.3 percent of all state tax revenue in fiscal 1979. All states imposed these taxes on the sale of motor fuel, alcoholic beverages, tobacco products, and insurance premiums, while amusement activities, public utility sales, and pari-mutuel wagering were each subject to tax in 30 to 40 states. Motor fuel taxes, the largest revenue source among these selective sales taxes, increased by 5 percent during 1979. Since the 1973-74 oil embargo, motor fuel tax revenue has generally increased at a much slower pace than other major taxes. This reflects both conservation efforts and the fact that these taxes are imposed on a per-gallon basis rather than a sales price basis.

The second major category of taxes in terms of revenue were those levied on income, including both corporate and individual income taxes. During fiscal 1979, income tax collections rose by 12.3 percent, reflecting at least in part inflationary pressures in the economy, and accounted for 35.8 percent of all tax revenue. The individual income tax was the largest source of tax revenue in 15 states, while the corporate net income tax was the largest tax source in two states.

License taxes, imposed either for regulatory or revenue-raising purposes, totaled $8.2 billion, accounting for 6.6 percent of all state tax revenue. All states imposed license taxes on motor vehicles, hunting and fishing activities, and various occupations and businesses. Other types of license taxes imposed included corporation franchise and filing, public utility regulation, alcoholic beverage production and distribution, and amusement regulation.

Of all other types of state-imposed taxes, severance taxation exceeds property taxation in terms of total revenue. However, only a few states accounted for most of the severance tax revenue, as indicated in Table 3. Of the $2.9 billion in severance tax collections, Texas accounted for $1 billion, with Louisiana and Oklahoma accounting for $512 million and $281 million, respectively. These three states collected almost 63 percent of all severance tax revenue. Alaska, Kentucky, and New Mexico collected another 17 percent of all severance taxes. Increased prices and increased demand for oil, natural gas, coal, and other products have been the catalyst for increased revenue, as some severance taxes are based upon the value of the products being extracted, and as new exploration was begun in some states.

The significance of severance taxes varied considerably among those states where natural resource extraction is an important industry. In Alaska, severance taxes accounted for 21 percent of total tax revenue, with Kentucky (7.4 percent), Louisiana (22.8 percent), New Mexico (18.9 percent), Oklahoma (18.5 percent), Texas (17.9 percent), and Wyoming (25.5 percent) exhibiting large percentage shares for severance taxes.

In addition to severance taxes, states can rely on other taxes to gain revenue from resources-related industries. In Alaska, property taxes were imposed upon oil and gas exploration equipment beginning in fiscal 1974, and oil and gas reserves beginning in fiscal 1975, which led to significant amounts of revenue. In West Virginia, no severance tax is imposed, but revenue on coal mining activities is captured through a business and occupation (general sales) tax. Pennsylvania and Illinois, while major coal-producing states, have no specific severance tax, nor a special sales or property tax applicable to coal production. Tax revenue from coal mining is captured via corporate income taxes in these states.

State property taxation continued to decline in relative importance as a revenue source, and accounted for only 2 percent of total state tax collections during fiscal 1979. The relatively small role of the property tax at the state level, in comparison with the local level, can be attributed in part to historical and traditional forces. Some of these have been made permanent, so that in many cases state property taxation is limited or prevented by constitutional or statutory provisions. The state government role in taxation is especially limited in the area of residential property.

Inflation and State Tax Collections

The high rate of inflation the nation has recently experienced has clearly been a significant factor in the growth of state tax collections in recent years. The two major tax revenue sources—individual income and general sales taxes—have responded greatly to inflationary pressures.

Individual income taxes, which exist in 44 states, are generally income elastic. Any increases in income, whether real or inflationary, result in proportionately larger increases in the income tax revenue, as taxpayers are pushed into higher brackets, and deductions, exemptions, and credits remain constant.

One technique for dealing with this phenomenon, which had been adopted in at least six states by fiscal 1979, is that of indexing. Although somewhat controversial, indexing is an attempt to neutralize the effect of inflation on the income tax burden. Indexing generally involves an adjustment to the tax brackets, the taxable income, tax rates, or other tax feature, in proportion to some indicator of the rise in the price level over a base year amount. The indicator is often the consumer price index or some derivative thereof.

Other methods for lessening the impact of inflation on individual income taxes have generally involved tax rate reductions, increases in personal exemptions or standard deductions, use of tax credits, and direct rebates to taxpayers. During 1978 and 1979, most states either revised their income tax laws or considered revisions, in part to offset inflationary pressures. For example, in Wisconsin a moratorium on income tax withholding was declared, effective April 30 to June 27, 1979, when income tax collections were found to be in excess of revenue estimates. Nebraska officials waived all personal income tax withholding for the month of December 1979 in much the same manner.

Forty-five states have some form of general sales tax, which, as indicated above, is the largest single source of state government tax revenue. General sales taxes, usually expressed as a percentage of the value of sales, showed the effects of inflation more so than did the states' individual income taxes. There is little in the way of adjustment to be made to general sales taxes to offset the impact of inflation (as can be done for individual income taxes). Other than a reduction in the tax rate, the exclusion of certain products from the tax base is the primary method of easing the general sales tax burden.

During 1978 and 1979, a number of states did alter the taxable base. The most common exemptions remain the sale of food and prescription drugs. The sale of products relating to household heating, such as fuel oil, electricity, and the like, have also been exempted from the tax base in some states. At least two states reduced their general sales tax rates during this period.

The Role of Tax Revenue

After a long period in which tax collections declined as a percentage of total state revenue, tax revenue increased in relative importance during fiscal 1977 and 1978, as indicated in Table B on the following page. Pushed by inflation, tax collections increased by 12 percent during 1978 and 13.3 percent during 1977, compared to increases in total revenue of 10.1 percent in 1978 and 11.2 percent in 1977.

Tax revenue has more than kept pace with increases in state government spending. State expenditures rose by 6.6 percent in 1978 and 5.7 percent in 1977, or about one half the rate of increase in tax revenue.

The growth of tax revenue, especially in relation to other areas of state government finances, should be viewed with respect to political actions as well as economic actions. While inflation has a clear impact upon taxation, the creation of new taxes, increased tax rates, or expanded tax bases also are important in determining the role of tax collections in the state revenue system.

The Advisory Commission on Intergovernmental Relations annually assesses the sources of changes in state tax revenue.[2] The analysis applies to the income and sales tax categories only and assesses tax revenue changes as being attributable to economic factors (real growth, or inflation) and to political factors. For 1978, 100 percent of the increase in tax revenue was attributable to economic actions, with 41 percent the result of real economic growth and 59 percent due to inflation. Political actions actually resulted in a very slight decrease in tax revenue for the period, a phenomenon which might become stronger in years to come. In general, economic factors have been the main source of increased tax revenue during the 1970s, with inflation being more influential than real growth.

Table B

ROLE OF STATE GOVERNMENT TAX REVENUE, SELECTED YEARS 1956-78

	Tax revenue as a percentage of	
Fiscal year	*Total revenue*	*General revenue*
1978	50.3	59.9
1977	49.5	59.8
1976	48.6	58.7
1975	51.8	59.6
1974	52.7	60.7
1972	53.3	60.7
1970	53.9	61.7
1966	53.2	62.8
1956	60.3	72.7

The recent passage of a number of state tax and spending limitations will probably have a dampening effect on state tax collections. As of November 1979, 13 states had specific spending or budget limitations either in effect or about to be implemented, some of which are permanent and some temporary. About 19 other states imposed tax limitation measures, either applying to specific taxes (especially property) or taxes in general, or requiring that stricter guidelines be met in order to implement future tax increases. These generally required, for example, a two-thirds majority vote of the legislature to raise taxes, rather than a simple majority vote. It is clear from these many initiatives that future trends in tax collections could shift considerably.

Individual State Comparisons

All 50 states experienced an increase in tax collections during fiscal 1979. About three fifths of the states had increases of over 10 percent, generally keeping pace with the rate of inflation, while the remaining states experienced increased tax collections generally less than the rate of inflation. Alaska with a 44.9 percent increase and North Dakota with a 4.9 percent increase had the largest and smallest increases, respectively.

The increase in Alaska was due primarily to growth in the corporation net income tax. Tax collections from this source increased by $223 million, from $33.5 million in 1978 to $257 million in 1979. A new method of computing corporate net income related to oil and gas production became effective January 1, 1978, and enabled the state to capture increased revenue from the oil industry.

Alaska also had the highest per capita tax collections, with a figure in excess of $2,000.

Again, this reflected the large portions of tax revenue coming from the oil and gas exploration and drilling. In addition to the $257 million in corporate net income taxes, Alaska collected $162 million in property taxes, primarily on oil and gas reserves and related production equipment, and $174 million in severance taxes.

Other states with high per capita state taxes were Hawaii ($957), Delaware ($845), Minnesota ($772), and Wyoming ($762). The lowest per capita tax collections were found in New Hampshire ($298), South Dakota ($356), and Tennessee ($421).

Interstate differences in per capita state tax collections should not be viewed as necessarily indicative of differing state personal tax burdens, however. Responsibility for the provision and financing of services varies considerably among the states. In many cases, local governments are authorized to impose taxes that are elsewhere imposed by state governments. Regional economic differences and service levels provided also play important roles in determining the per capita tax distribution among the states.

Thus, while Alaska's per capita tax collections are by far the highest, a good portion of the total reflects taxes imposed upon the oil industry. Hawaii's high figure represents both regional economic differences and the degree of state responsibility for providing services elsewhere handled locally.

Footnotes

1. Tax revenue amounts pertain to state fiscal years which end on June 30, except for Alabama, Michigan, New York, and Texas.

2. Advisory Commission on Intergovernmental Relations, *Significant Features of Fiscal Federalism, 1978-79 Edition*, table 34, report M-115 (Washington, D.C.: May 1979).

Table 1

NATIONAL SUMMARY OF STATE GOVERNMENT TAX REVENUE, BY TYPE OF TAX: 1977 TO 1979*

	Amounts (in millions)			*Percentage change*		*Percentage distribution, 1979*	*Per capita 1979*
Tax source	*1979 (prelim.)*	*1978*	*1977*	*1978 to 1979*	*1977 to 1978*		
Total collections	$124,963	$113,261	$101,085	10.3	12.0	100.0	$569.45
Sales and gross receipts	63,668	58,270	52,362	9.3	11.3	50.9	290.14
General	39,505	35,280	30,896	12.0	14.2	31.6	180.03
Selective	24,163	22,990	21,466	5.1	7.1	19.3	110.11
Motor fuels	9,980	9,501	9,088	5.0	4.5	8.0	45.48
Tobacco products	3,640	3,654	3,500	-0.4	4.4	2.9	16.59
Insurance	2,938	2,670	2,336	10.0	14.3	2.4	13.39
Public utilities	2,933	2,617	2,363	12.1	10.7	2.3	13.37
Alcoholic beverages	2,400	2,286	2,120	5.0	7.9	1.9	10.94
Other	2,271	2,262	2,059	0.4	9.9	1.8	10.35
Licenses	8,215	7,654	7,149	7.3	7.1	6.6	37.43
Motor vehicles	4,779	4,473	4,243	6.8	5.4	3.8	21.78
Corporations in general	1,262	1,138	1,041	10.8	9.4	1.0	5.75
Hunting and fishing	382	349	335	9.5	4.4	0.3	1.74
Motor vehicle operators	376	362	344	3.8	5.3	0.3	1.71
Alcoholic beverages	179	171	177	4.6	-3.0	0.1	0.82
Other	1,236	1,160	1,010	6.6	14.8	1.0	5.63
Individual income	32,622	29,105	25,493	12.1	14.2	26.1	148.66
Corporation net income	12,128	10,738	9,174	12.9	17.1	9.7	55.27
Severance	2,893	2,494	2,168	16.0	15.0	2.3	13.18
Property	2,490	2,364	2,260	5.3	4.6	2.0	11.35
Death and gift	1,973	1,842	1,805	7.1	2.1	1.6	8.99
Other	974	793	674	22.8	17.6	0.8	4.44

*Source: U.S. Bureau of the Census, *State Tax Collections in 1979*.

Note: Because of rounding, detail may not add to totals. Per capita and percent figures are computed on the basis of amounts rounded to the nearest thousand. Provisional population figures as of July 1, 1979, were used to calculate per capita amounts (see Table 6).

Table 2
SUMMARY OF STATE GOVERNMENT TAX REVENUE, BY STATE: 1977 TO 1979*

State	*Amounts (in millions)* 1979 (prelim.)	1978	1977	*Percentage change year-to-year* 1978 to 1979	1977 to 1978	*Per capita 1979*
All states	$124,963	$113,261	$101,085	10.3	12.0	$ 569.45
Alabama	1,747	1,589	1,404	10.0	13.2	463.61
Alaska	817	563	773	44.9	-27.2	2,011.60
Arizona	1,516	1,307	1,160	15.9	12.7	618.70
Arkansas	995	926	803	7.4	15.4	456.22
California	16,352	15,018	12,589	8.9	19.3	720.48
Colorado	1,441	1,212	1,077	18.9	12.5	519.78
Connecticut	1,718	1,550	1,457	10.8	6.4	551.56
Delaware	492	450	391	9.4	15.1	845.20
Florida	4,291	3,764	3,275	14.0	14.9	484.31
Georgia	2,448	2,184	1,907	12.1	14.8	478.43
Hawaii	876	755	686	16.1	10.1	957.33
Idaho	466	421	368	10.8	13.1	515.33
Illinois	6,323	5,774	5,319	9.5	8.5	563.02
Indiana	2,669	2,455	2,163	8.7	13.5	494.18
Iowa	1,569	1,402	1,293	11.9	8.5	540.60
Kansas	1,188	1,051	969	12.7	8.5	501.34
Kentucky	2,076	1,842	1,560	12.7	18.1	588.53
Louisiana	2,240	1,980	1,719	13.1	15.2	556.41
Maine	554	527	468	5.1	12.6	505.36
Maryland	2,647	2,405	2,128	10.1	13.0	638.02
Massachusetts	3,616	3,301	2,934	9.6	12.5	626.82
Michigan	6,018	5,445	4,844	10.5	10.0	653.53
Minnesota	3,134	2,759	2,486	13.6	11.0	771.86
Mississippi	1,196	1,094	969	9.4	12.9	497.29
Missouri	2,013	1,784	1,598	12.8	11.7	413.52
Montana	401	338	312	184	8.3	509.61
Nebraska	743	680	613	9.2	11.0	471.77
Nevada	463	391	329	18.4	18.7	658.95
New Hampshire	264	240	200	9.9	20.1	297.75
New Jersey	3,729	3,440	3,104	8.4	10.8	508.63
New Mexico	845	761	598	11.1	27.3	681.33
New York	11,688	10,934	10,743	6.9	1.8	662.27
North Carolina	2,915	2,608	2,385	11.8	9.4	519.99
North Dakota	325	310	296	4.9	4.5	494.35
Ohio	4,620	4,135	3,571	11.7	15.8	430.52
Oklahoma	1,516	1,315	1,139	15.2	15.5	524.18
Oregon	1,384	1,159	973	19.5	19.1	547.88
Pennsylvania	6,782	6,266	5,591	8.2	12.1	578.11
Rhode Island	538	458	439	17.4	4.4	578.93
South Carolina	1,523	1,364	1,188	11.6	14.9	519.43
South Dakota	246	224	200	9.8	11.7	356.36
Tennessee	1,844	1,704	1,530	8.2	11.4	420.98
Texas	5,738	5,390	4,750	6.4	13.5	428.72
Utah	695	606	531	14.7	14.1	508.34
Vermont	267	234	230	14.4	1.8	542.54
Virginia	2,564	2,336	2,054	9.8	13.7	493.31
Washington	2,718	2,448	2,110	11.0	16.6	692.38
West Virginia	1,150	981	903	17.3	8.6	612.38
Wisconsin	3,260	3,089	2,733	5.5	13.0	690.77
Wyoming	343	289	233	18.4	24.1	761.83

Source: U.S. Bureau of the Census, *State Tax Collections in 1979.*

Note: Because of rounding, detail may not add to totals. Per capita and percent figures are computed on the basis of amounts rounded to the nearest thousand. Provisional population figures as of July 1, 1979, were used to calculate per capita amounts (see Table 6).

Table 3
STATE GOVERNMENT TAX REVENUE, BY TYPE OF TAX: 1979*
(In thousands of dollars)

State	Total	Sales and gross receipts	Licenses	Individual income	Corporation net income	Property	Death and gift	Severance	Documentary and stock transfer	Other
Number of states using tax	50	50	50	44	46	44	49	33	29	15
All states	$124,962,858	$63,668,216	$8,214,672	$32,622,451	$12,127,522	$2,490,112	$1,973,230	$2,893,148	$937,284	$36,223
Alabama	1,747,350	1,095,639	109,331	362,929	100,610	43,417	6,666	22,281	6,477	. . .
Alaska	816,710	74,546	30,651	116,049	256,986	162,151	123	173,685	. . .	2,519
Arizona	1,515,826	945,073	87,685	270,265	89,352	115,022	8,429	. . .	. . .	. . .
Arkansas	994,560	585,610	76,084	228,681	83,608	2,419	2,938	12,502	2,718	. . .
California	16,351,959	7,557,166	588,784	4,758,047	2,374,712	615,679	409,478	48,093	. . .	. . .
Colorado	1,440,844	732,583	84,567	457,081	112,292	3,858	28,010	19,803	. . .	2,650
Connecticut	1,718,112	1,234,841	115,220	83,487	231,139	12	52,997	. . .	. . .	416
Delaware	491,906	73,931	134,165	215,847	50,091	. . .	6,669	. . .	11,191	12
Florida	4,290,975	3,206,580	346,241	. . .	314,409	77,345	55,908	91,902	198,590	. . .
Georgia	2,448,148	1,389,916	79,555	729,407	226,125	8,418	8,426	. . .	5,705	596
Hawaii	875,953	550,903	14,619	264,557	39,876	. . .	4,141	. . .	1,857	. . .
Idaho	466,371	220,544	58,987	143,381	39,247	165	3,495	552	. . .	. . .
Illinois	6,322,766	3,509,180	430,825	1,743,077	489,178	5,593	136,809	. . .	8,104	. . .
Indiana	2,668,557	1,759,217	130,534	593,572	126,876	20,883	36,802	673	. . .	. . .
Iowa	1,569,348	671,827	164,774	558,879	130,074	. . .	40,717	. . .	3,077	. . .
Kansas	1,187,670	615,662	96,364	297,812	141,115	17,312	18,308	1,097	. . .	. . .
Kentucky	2,075,732	1,025,878	90,988	456,288	163,368	161,305	22,727	154,017	1,161	. . .
Louisiana	2,240,117	1,106,809	143,139	240,716	214,083	53	23,728	511,589	. . .	. . .
Maine	554,375	333,734	42,825	112,513	41,240	12,480	10,574	. . .	1,009	. . .
Maryland	2,647,157	1,257,301	108,971	1,005,631	145,571	73,144	23,818	. . .	27,756	4,965
Massachusetts	3,616,148	1,320,402	92,916	1,631,384	483,281	438	75,312	. . .	12,415	. . .
Michigan	6,017,739	2,571,165	322,102	1,943,941	991,555	125,173	50,079	13,724	. . .	. . .
Minnesota	3,133,761	1,198,332	182,013	1,255,998	356,734	3,373	40,829	71,263	20,922	4,297
Mississippi	1,196,482	828,490	73,821	193,426	58,324	4,884	4,615	32,922	. . .	. . .
Missouri	2,013,027	1,150,394	170,216	534,996	129,953	4,585	22,838	45	. . .	. . .

Montana	400,554	101,589	35,337	141,579	36,092	24,991	6,490	53,919	...	557
Nebraska	742,560	416,048	57,892	208,557	49,985	3,510	3,227	1,516	1,825	...
Nevada	462,586	368,328	60,956	...	...	31,376	...	54	1,872	...
New Hampshire	264,107	133,811	38,406	9,207	64,018	7,518	7,528	207	3,412	...
New Jersey	3,729,258	1,813,249	417,568	868,146	429,861	82,000	100,187	...	18,247	...
New Mexico	845,391	506,531	47,156	68,550	40,514	20,687	2,522	159,431	...	...
New York	11,688,478	4,331,205	477,870	5,057,867	1,223,281	13,039	154,936	...	430,280	...
North Carolina	2,915,053	1,352,485	228,430	996 227	254,778	42,768	39,352	1,013	...	...
North Dakota	324,791	176,278	38,821	49,218	28,871	2,487	3,613	25,503	...	...
Ohio	4,619,880	2,630,455	436,595	868,062	505,001	132,335	42,850	4,582	...	...
Oklahoma	1,515,918	609,988	162,376	334,110	94,501	...	26,523	280,982	4,524	2,914
Oregon	1,384,493	177,903	155,197	806,928	166,034	62	30,395	47,625	349	...
Pennsylvania	6,781,837	3,313,484	748,230	1,552,159	853,715	46,467	172,827	...	94,955	...
Rhode Island	537,827	283,603	23,254	153,498	55,903	5,981	12,511	...	1,401	1,676
South Carolina	1,522,968	877,981	65,420	415,713	140,185	5,235	9,192	...	9,242	...
South Dakota	245,533	211,998	22,869	...	2,906	...	6,876	884	...	...
Tennessee	1,843,906	1,388,252	174,280	26,022	186,088	...	37,827	2,155	21,264	8,018
Texas	5,738,430	3,957,127	632,756	...	...	49,249	73,748	1,025,550	...	...
Utah	694,907	395,206	30,307	225,955	32,874	149	1,423	8,993	...	...
Vermont	267,473	127,473	26,390	83,360	23,878	243	2,312	...	3,291	526
Virginia	2,563,713	1,165,459	149,752	966,627	196,220	22,593	26,276	1,003	32,496	3,287
Washington	2,718,277	2,048,966	149,742	...	...	423,616	50,683	37,802	7,468	...
West Virginia	1,150,055	823,767	68,474	217,333	25,591	1,069	10,265	...	3,027	529
Wisconsin	3,260,448	1,247,867	151,601	1,375,369	327,427	96,716	55,196	362	2,649	3,261
Wyoming	342,822	193,440	39,616	...	...	20,312	2,035	87,419	...	...

**Source:* U.S. Bureau of the Census, *State Tax Collections in 1979.*

Table 4
STATE GOVERNMENT SALES AND GROSS RECEIPTS TAX REVENUE: 1979*
(In thousands of dollars)

			Selective sales and gross receipts								
State	*Total*	*General sales or gross receipts*	*Total*	*Motor fuels*	*Alcoholic beverages*	*Tobacco products*	*Insurance*	*Public utilities*	*Parimutuels*	*Amusements*	*Other*
Number of states using tax	50	45	50	50	50	50	50	40	30	30	30
All states	$63,668,216	$39,505,470	$24,162,746	$9,980,104	$2,400,322	$3,640,466	$2,937,657	$2,933,290	$717,324	$177,833	$1,375,750
Alabama	1,095,639	547,302	548,337	172,903	80,198	52,065	76,323	138,604	...	77	28,167
Alaska	74,546	...	74,546	22,240	7,378	4,403	10,768	1,732	...	...	28,025
Arizona	945,073	704,211	240,862	127,585	21,056	37,757	26,504	19,329	8,631	...	...
Arkansas	585,610	345,954	239,656	128,846	20,485	48,972	26,667	...	14,686	...	...
California	7,557,166	5,659,322	1,897,844	897,698	140,075	262,004	419,326	18,154	116,321	200	44,066
Colorado	732,583	515,164	217,419	114,687	24,502	33,704	34,893	989	8,420	224	...
Connecticut	1,234,841	736,119	498,722	164,042	25,423	75,163	56,353	120,873	45,966	10,902	...
Delaware	73,931	...	73,931	32,252	4,585	11,998	9,841	10,918	3,249	29	1,059
Florida	3,206,580	1,946,983	1,259,597	430,154	268,851	239,878	105,502	80,254	97,558	2,207	35,193
Georgia	1,389,916	893,574	496,342	265,854	90,306	77,795	62,387	...	...	...	...
Hawaii	550,903	430,501	120,402	35,220	20,434	11,856	18,967	33,925	...	...	...
Idaho	220,544	129,907	90,637	58,735	7,462	7,945	14,457	1,650	388	...	...
Illinois	3,509,180	2,195,454	1,313,726	424,467	76,961	179,827	87,258	434,194	76,919	9,726	24,374
Indiana	1,759,217	1,310,321	448,896	277,007	33,435	84,119	54,236	...	...	99	...
Iowa	671,827	405,655	266,172	162,098	16,474	46,250	39,398	1,685	...	...	267
Kansas	615,662	399,103	216,559	128,163	23,769	32,065	31,526	473	...	563	...
Kentucky	1,025,878	599,296	426,582	198,907	15,855	21,274	62,048	...	13,546	253	114,699
Louisiana	1,106,809	676,621	430,188	194,028	50,157	58,557	71,063	21,412	17,530	196	17,245
Maine	333,734	197,825	135,909	57,311	25,736	23,568	11,671	16,327	1,296	...	...
Maryland	1,257,301	699,140	558,161	199,599	28,979	52,765	51,302	58,820	20,482	621	145,593
Massachusetts	1,320,402	718,287	602,115	223,738	79,980	142,272	105,433	...	28,620	6,546	15,526
Michigan	2,571,165	1,702,659	868,506	507,410	85,077	140,257	109,257	...	26,415	90	...
Minnesota	1,198,332	607,989	590,343	216,554	53,609	85,611	59,704	78,006	...	4	96,855
Mississippi	828,490	603,209	225,281	126,857	31,975	32,301	33,784	...	...	364	...
Missouri	1,150,394	782,879	367,515	222,297	25,014	60,196	59,428	580	...	...	...

Montana	101,589	. . .	101,589	48,359	14,497	11,364	14,367	5,140	. . .	7	7,855
Nebraska	416,048	252,561	163,487	101,481	11,958	22,351	18,658	. . .	7,236	350	1,453
Nevada	368,328	175,677	192,651	34,676	11,072	12,530	12,058	1,124	321	120,505	365
New Hampshire	133,811	. . .	133,811	46,843	4,491	26,144	11,690	4,091	14,432	. . .	26,120
New Jersey	1,813,249	1,098,124	715,125	304,371	54,463	170,274	83,074	59,350	18,516	18,361	6,716
New Mexico	506,531	369,824	136,707	72,462	7,591	14,101	17,312	4,474	2,470	72	18,225
New York	4,331,205	2,588,732	1,742,473	505,589	149,689	327,947	207,904	445,264	104,953	1,127	. . .
North Carolina	1,352,485	648,293	704,192	313,471	98,279	18,826	71,233	179,335	. . .	. . .	23,048
North Dakota	176,278	108,992	67,286	35,076	6,442	8,815	10,971	2,523	. . .	. . .	3,459
Ohio	2,630,455	1,427,025	1,203,430	422,166	74,775	203,562	119,249	357,166	26,512	. . .	. . .
Oklahoma	609,988	279,712	330,276	137,800	37,463	49,952	51,980	5,460	. . .	. . .	47,621
Oregon	177,903	. . .	177,903	99,802	9,635	30,605	31,403	1,292	5,166	. . .	. . .
Pennsylvania	3,313,484	1,895,499	1,417,985	525,564	117,198	250,525	153,933	343,535	27,086	102	42
Rhode Island	283,603	158,167	125,436	42,603	7,575	24,288	12,539	31,812	6,553	66	. . .
South Carolina	877,981	525,858	352,123	170,852	83,012	27,539	37,007	17,521	. . .	3,500	12,692
South Dakota	211,998	130,536	81,462	38,986	7,543	9,191	10,179	308	2,372	. . .	12,883
Tennessee	1,388,252	942,552	445,700	228,226	48,763	72,477	59,324	13,776	. . .	332	22,802
Texas	3,957,127	2,185,043	1,772,084	489,496	181,594	309,285	166,502	156,263	. . .	1,204	467,740
Utah	395,206	290,020	105,186	74,111	5,586	8,274	16,220	995	. . .	. . .	
Vermont	127,473	38,251	89,222	24,758	12,913	9,396	5,831	10,067	1,097	. . .	25,160
Virginia	2,165,459	534,905	630,554	293,452	73,317	17,542	73,320	93,526	. . .	72	79,325
Washington	2,048,966	1,524,759	524,207	248,853	78,104	64,824	40,341	85,059	7,004	22	. . .
West Virginia	823,767	562,477	261,290	109,815	6,005	37,101	25,947	. . .	13,568	. . .	68,854
Wisconsin	1,247,867	819,657	428,210	183,710	39,062	85,778	42,043	77,284	. . .	12	321
Wyoming	193,440	141,331	52,109	38,930	1,519	5,173	6,476	. . .	11	. . .	. . .

*Source: U.S. Bureau of the Census, *State Tax Collections in 1979.*

Table 5
STATE GOVERNMENT LICENSE TAX REVENUE: 1979*
(In thousands of dollars)

State	*Total*	*Motor vehicles*	*Motor vehicle operators*	*Corporations in general*	*Public utilities*	*Alcoholic beverages*	*Amusements*	*Occupations & businesses*	*Hunting & fishing*	*Other*
Number of states using tax	50	50	49	49	32	49	35	50	50	46
All states	$8,214,672	$4,779,116	$376,172	$1,261,523	$121,148	$179,417	$60,794	$995,728	$382,337	$58,437
Alabama	109,331	37,516	5,668	40,929	820	3,021	...	16,747	4,630	...
Alaska	30,651	6,802	409	646	...	1,050	104	13,658	7,913	69
Arizona	87,685	55,272	3,904	2,138	...	3,995	...	10,622	4,844	6,910
Arkansas	76,084	45,550	7,479	2,651	2,768	783	263	7,784	8,652	154
California	588,784	400,399	16,469	4,756	13,817	25,878	38	95,444	30,893	1,090
Colorado	84,567	46,080	2,361	2,466	...	1,846	128	10,713	20,585	388
Connecticut	115,220	70,258	17,710	3,053	...	5,719	38	16,538	1,330	574
Delaware	134,165	22,575	1,021	63,046	2,668	435	76	43,552	335	457
Florida	346,241	224,598	20,256	7,454	8,014	13,398	262	61,265	6,152	4,842
Georgia	79,555	45,355	6,784	8,409	...	1,040	...	11,320	6,433	214
Hawaii	14,619	8,013	...	558	1,259	...	...	4,591	133	65
Idaho	58,987	35,984	1,727	1,050	194	662	...	12,265	7,105	...
Illinois	430,825	334,052	28,457	35,936	...	1,051	600	22,588	7,361	780
Indiana	130,534	102,065	(a)	2,722	289	9,511	100	10,556	4,400	891
Iowa	164,774	128,707	6,341	10,467	80	4,681	...	7,874	4,872	1,752
Kansas	96,364	67,130	3,629	5,643	1,300	933	48	13,473	3,887	321
Kentucky	90,988	49,858	4,868	11,352	2,351	1,281	469	14,202	5,849	758
Louisiana	143,139	40,760	8,299	55,159	622	2,013	107	31,468	4,290	421
Maine	42,825	22,202	3,385	599	...	1,273	214	8,919	5,627	606
Maryland	108,971	81,478	7,396	1,471	...	252	333	14,534	2,977	530
Massachusetts	92,916	56,118	11,217	4,896	...	547	498	16,218	2,943	479
Michigan	322,102	248,556	11,774	4,889	4,786	10,277	23	23,075	17,217	1,505
Minnesota	182,013	122,602	6,224	1,413	...	325	4	33,321	15,097	3,027
Mississippi	73,821	24,222	3,723	22,455	730	2,112	...	15,022	5,557	...
Missouri	170,216	107,870	5,340	25,871	3,277	1,846	786	14,403	10,151	672

Montana	35,337	19,253	1,250	334	617	407	...	4,253	9,130	93
Nebraska	57,892	38,331	1,576	2,429	...	136	327	7,756	4,560	2,777
Nevada	60,956	21,679	1,096	2,088	...	22	28,762	4,486	1,804	1,019
New Hampshire	38,406	21,615	2,069	2,540	517	1,101	58	6,351	2,565	1,590
New Jersey	417,568	232,459	18,305	132,739	27	2,654	7,791	17,797	3,992	1,804
New Mexico	47,156	30,680	2,091	2,379	77	376	82	6,281	5,190	...
New York	477,870	306,589	17,223	5,483	32,243	34,316	14,095	53,762	12,535	1,624
North Carolina	228,430	122,696	8,627	45,217	...	1,205	2,144	40,762	7,111	668
North Dakota	38,821	24,654	984	347	173	227	341	10,063	2,026	6
Ohio	436,595	271,140	13,840	96,148	10,143	11,943	...	22,643	9,437	1,301
Oklahoma	162,376	117,796	7,003	14,633	3	1,425	614	9,093	6,627	5,182
Oregon	155,197	96,393	8,837	2,230	3,036	1,108	501	27,788	13,525	1,779
Pennsylvania	748,230	292,200	38,817	264,078	17,584	8,997	12	101,060	22,972	2,510
Rhode Island	23,254	18,625	(a)	1,660	...	131	33	2,326	297	182
South Carolina	65,420	35,257	1,811	4,748	...	2,623	1,261	13,375	3,938	2,407
South Dakota	22,869	14,998	1,098	274	...	143	...	2,948	2,769	639
Tennessee	174,280	92,860	9,235	43,151	2,642	936	...	17,810	7,491	455
Texas	632,756	250,904	22,168	304,298	2,477	10,067	22	26,893	13,317	2,610
Utah	30,307	17,251	1,629	...	140	128	...	4,300	6,618	241
Vermont	26,390	19,175	1,618	163	...	456	109	1,764	2,744	361
Virginia	149,752	99,860	12,406	6,094	...	1,674	14	22,552	6,461	691
Washington	149,742	75,345	10,870	4,225	5,664	3,334	537	32,436	17,209	122
West Virginia	68,474	51,456	(a)	3,472	2,114	1,988	...	3,951	5,278	215
Wisconsin	151,601	94,421	8,886	2,208	16	82	...	24,332	18,069	3,587
Wyoming	39,616	29,457	292	556	700	9	...	794	7,739	69

Source: U.S. Bureau of the Census, *State Tax Collections in 1979.*

(a) Included with motor vehicle license taxes.

Table 6

FISCAL YEAR, POPULATION, AND PERSONAL INCOME, BY STATE*

State	Date of close of fiscal year in 1979	Total population (excluding armed forces overseas) in thousands (a)		Personal income, calendar 1978 (b)		State government portion of state-local tax revenue in fiscal 1977-78 (c) (percent)
		July 1, 1979 (provisional)	July 1, 1978	Amount (in millions)	Per capita	
All states	...	219,443	217,557	$1,701,861	$ 7,893	58.7
Alabama	September 30	3,769	3,728	23,540	6,291	75.0
Alaska	June 30	406	411	4,415	10,963	74.7
Arizona	June 30	2,450	2,373	17,352	7,372	61.3
Arkansas	June 30	2,180	2,167	13,047	5,969	76.6
California	June 30	22,696	22,314	199,010	8,927	54.9
Colorado	June 30	2,772	2,706	21,645	8,105	51.5
Connecticut	June 30	3,115	3,116	27,612	8,911	53.2
Delaware	June 30	582	584	4,972	8,534	81.8
Florida	June 30	8,860	8,561	65,084	7,573	62.6
Georgia	June 30	5,117	5,075	34,087	6,705	63.9
Hawaii	June 30	915	902	7,465	8,437	79.5
Idaho	June 30	905	882	6,156	7,015	68.4
Illinois	June 30	11,230	11,238	100,091	8,903	56.0
Indiana	June 30	5,400	5,386	41,412	7,706	64.6
Iowa	June 30	2,903	2,906	23,170	8,002	61.0
Kansas	June 30	2,369	2,347	18,505	7,882	56.1
Kentucky	June 30	3,527	3,490	23,114	6,607	79.6
Louisiana	June 30	4,026	3,986	26,638	6,716	69.7
Maine	June 30	1,097	1,092	6,867	6,292	63.8
Maryland	June 30	4,149	4,148	34,646	8,363	59.0
Massachusetts	June 30	5,769	5,771	45,751	7,924	52.1
Michigan	September 30	9,208	9,181	77,943	8,483	61.8
Minnesota	June 30	4,060	4,024	31,703	7,910	68.8
Mississippi	June 30	2,406	2,400	13,290	5,529	77.3
Missouri	June 30	4,868	4,847	35,338	7,313	56.2
Montana	June 30	786	780	5,299	6,755	52.8
Nebraska	June 30	1,574	1,569	11,868	7,582	53.4
Nevada	June 30	702	666	6,229	9,439	58.9
New Hampshire	June 30	887	869	6,409	7,357	41.2
New Jersey	June 30	7,332	7,315	64,281	8,773	47.3
New Mexico	June 30	1,241	1,215	7,969	6,574	82.3
New York	March 31	17,649	17,746	145,963	8,224	47.1
North Carolina	June 30	5,606	5,571	36,671	6,575	72.8
North Dakota	June 30	657	653	4,677	7,174	65.8
Ohio	June 30	10,731	10,732	84,432	7,855	54.9
Oklahoma	June 30	2,892	2,842	20,556	7,137	69.2
Oregon	June 30	2,527	2,452	19,775	8,092	54.2
Pennsylvania	June 30	11,731	11,763	90,939	7,740	61.9
Rhode Island	June 30	929	932	6,984	7,472	57.8
South Carolina	June 30	2,932	2,902	18,346	6,288	76.0
South Dakota	June 30	689	690	4,733	6,864	47.5
Tennessee	June 30	4,380	4,333	28,527	6,547	63.8
Texas	August 31	13,385	13,050	100,601	7,730	58.6
Utah	June 30	1,367	1,316	8,585	6,566	63.7
Vermont	June 30	493	487	3,197	6,566	57.4
Virginia	June 30	5,197	5,177	39,492	7,671	60.0
Washington	June 30	3,926	3,793	32,058	8,495	69.8
West Virginia	June 30	1,878	1,861	12,318	6,624	78.1
Wisconsin	June 30	4,720	4,683	35,241	7,532	68.1
Wyoming	June 30	450	425	3,658	8,636	59.1

---

*Source: U.S. Bureau of the Census, *State Tax Collections in 1979*.

Note: Because of rounding, detail may not add to totals.

(a) U.S. Bureau of the Census, *Current Population Reports*, Series P-25, Number 642, December 1979.

(b) U.S. Department of Commerce, *Survey of Current Business*, August 1979.

(c) U.S. Bureau of the Census, *Governmental Finances in 1977-78*, January 1980.

Section VI
MAJOR STATE SERVICES

1. Education

STATE PUBLIC SCHOOL SYSTEMS*

PUBLIC EDUCATION has increasingly come under demands to operate with reduced resources while meeting demands for quality assurance. The pressure to operate on reduced resources was highlighted by the California voters' approval of Proposition 13 in June 1978. This state constitutional amendment, mandating that property assessments be cut to 1 percent of the 1975-76 market value, was followed by similar thrusts in other states. In the fall of 1978, 15 states had tax- or budget-cutting amendments on the ballot. In four states, the amendments were similar to Proposition 13. In Michigan and Oregon, this attempt failed, while in Idaho and Nevada, the voters approved the constitutional amendment.

The final result of this public effort to reduce expenditures for education is in doubt. California school districts immediately cut summer school programs, reduced course offerings, and laid off teachers. Many of the reduced programs were later reintroduced or supported by increased or new user fees. Many of the California Proposition 13 cuts were blunted by the large accumulated state surplus. Some observers feel that the real cutbacks will come when the state no longer has a surplus to use for local school district and county program bailout. In the meantime, California voters approved Proposition 4 in November 1979, placing a spending lid on local and state government entities. Future spending will be tied to the previous year's spending, adjusted only for growth in the consumer price index and for increases in population.

Demands for quality education appear to be synonymous with public dissatisfaction with education in general. Since 1974, Gallup poll surveys of the public's attitude toward public schools have asked the same question with the findings exhibited in Table A on the following page.

The issue of declining or fluctuating enrollments continues to plague public education. In general, the sag in enrollments is moving through the system with the decline now in the secondary schools and moving to the postsecondary level (see Tables 2 and 3).

While reductions in force (RIF) and an oversupply of teachers exist generally, some of the rural areas of the midwest were reporting teacher shortages as school opened in the fall of 1979. This phenomenon could increase as the average age of the teaching force goes up and as the early retirement incentive programs and other factors cause more teachers to leave the profession.

---

*This article was prepared by three members of the staff of the Education Commission of the States: Russell B. Vlaanderen, Director, Research and Information Services; Chris Pipho, Associate Director, Research and Information Services; and Allan Odden, Director, ECS Education Finance Center.

Table A
PUBLIC SATISFACTION WITH THE SCHOOLS: 1974-79*

Question: Students are often given the grades A, B, C, D, and FAIL to denote the quality of their work. Suppose the *public schools* themselves in this community were graded in the same way. What grade would you give the public schools here—A, B, C, D, or FAIL?

Ratings given public schools	*National totals (in percent)*					
	1979	*1978*	*1977*	*1976*	*1975*	*1974*
A rating.........	8	9	11	13	13	18
B rating.........	26	27	26	29	30	30
C rating.........	30	30	28	28	28	21
D rating.........	11	11	11	10	9	6
FAIL...........	7	8	5	6	7	5
Don't know/or no answer.....	18	15	19	14	13	20

*The Eleventh Annual Gallup Poll of the Public's Attitude toward the Public Schools by George Gallup.

Minimum Competency Testing

Beginning in 1972, legislatures and state boards of education, responding to public demands for higher standards in education, began passing laws and approving statewide policy mandating minimum competency programs. At first, these mandates were specifically directed at high school graduation and usually required a test to be given in the 11th or 12th grade in reading, writing, and arithmetic before a student could graduate from high school. Between 1972 and 1978, 30 states had taken some form of action. Since then, an additional eight states passed some form of statewide mandate. By 1978, the laws and state board mandates expanded into making minimum competency testing part of an overall plan to identify students needing assistance and to improve the basic skills curriculum. Some people referred to this approach as an "early warning system." While high school graduation was mentioned, it was not the sole thrust of the statewide mandates in 1978 and 1979. The Massachusetts approach, for example, became identified as a basic skills improvement program. This state board mandate did not call for any additional testing for grade promotion or graduation. The Massachusetts approach may signal a trend not to use the minimum competency testing program as a punitive measure for students or a means of adding new requirements solely for high school graduation. Generally, states in the last two years have been trying to broaden the state mandate to include more than just testing, to stress the need for remedial programs and, in some cases, even to give state financial assistance to school districts in operating remedial programs for students identified by minimum competency tests.

In mid-1978, the first court test of a statewide minimum competency testing program was concluded in Florida. The ruling, *Debra P.* v. *Turlington*, ordered the state to delay the awarding of high school diplomas on the basis of this test for four years. The judge said that the state could not require the functional literacy testing program for high school graduation until all vestiges of school segregation were gone. In four years, it is expected that all students in the state will have benefited from a totally desegregated high school education program. The testing program continues to be administered by the state. The case has been appealed to the U.S. Circuit Court of Appeals.

Teacher Certification

A logical extension in the minds of many in the minimum competency testing movement is the testing of teachers to ensure competency. If a state is to demand a certain level of competency from its students, it must, in turn, guarantee its students competent instruction. Because of obvious difficulties involved in testing practicing teachers, attention became focused on entering teachers and consequently on the certification process. Since teacher certification is a state function, changes in certification demanded state action. At the beginning of 1978, five states—Louisiana, Mississippi, North Carolina, South Carolina, and West Virginia—required the passage of the National Teacher Examination as a prerequisite to certification, although West Virginia had no cutoff score. In 1978, the Florida legislature passed CS/SB 549 setting a date by which all teachers must pass a state-developed test as one requirement for certification. In 1979, the legislatures of Arkansas, South Carolina, and Virginia passed legislation mandating the passage of a test, either the National Teacher Examination or a test designated by the state board of education. Similar attempts in Alabama, Colorado, Kansas, Missouri, and Vermont were unsuccessful.

Meanwhile, in Georgia (1978) and North Carolina (1979), the state departments of education were moving in this direction. In Georgia, work had been under way since 1975 without benefit of statutory authorization although with financial help from the legislature. In the fall of 1978, the first state-developed tests were given in four state-operated test centers. In 1979, the legislature appropriated money to open 13 more centers. These centers will be responsible not only for testing certification applicants but also for evaluating student teachers and beginning teachers on competencies identified as being necessary to successful teaching. North Carolina has launched an ambitious program called "Quality Assurance Program for Professional Personnel." This program will include a test in the basic skills to be given at the end of the sophomore year of college before students will be allowed to enter the professional sequence, a test prior to certification, plus an inservice education program to correct identified weaknesses of teachers already in the classroom.

Other types of certification activities have taken place in many other states, of which most include increasing the requirements (particularly for secondary schoolteachers) in methods of teaching reading and increasing credits required in the subject the teacher is preparing to teach. Manifestly, there is dissatisfaction with the quality of the nation's teaching staff, and the next biennium should see increased activity in this area.

Truth in Testing

Tests and the testing industry are on the horns of a dilemma. While general interest and the use of tests have never been higher, pressure has been mounting to limit or change the use of tests at the elementary, secondary, and postsecondary levels. A coalition of students and consumer groups, headed by the Ralph Nader Public Interest Research Group, has recommended that the testing process be opened up to public scrutiny. This concern was made operational when the New York legislature passed the LaValle bill in the summer of 1979. This legislation would have all college entrance testing for undergraduate and graduate programs regulated by the state. Within 30 days after test scores are released, the testing agency must supply to the state institution and the students information on correct responses, questions on the test, and other statistical data related to the development of the test and its standards or cutoff scores. A similar bill was enacted in California in 1978, requiring test companies to make various reports to the California Postsecondary Education Commission regarding the use of standardized tests on California residents. The California bill is conceded by many not to have gone as far as the New York bill, but it would require test makers to supply information on the subject matter of the test and the manner in which the test is scored, and also require a release of samples of test items.

At the federal level, two bills were introduced in Congress in 1979—one by Representative Gibbons of Florida and another by Representative Weiss of New York. Hearings were held on the Weiss bill in the fall of 1979. Both bills were later withdrawn by their sponsors, but many observers feel that a more moderate bill will be introduced in Congress at a later date.

Generally, the debate over opening up the testing process is a heated one, with testing companies saying that the increased costs of developing new tests each year would be passed on to the consumer and would generally hurt the people who have been helped by the testing movement. The other side (the National Education Association, the National Parent-Teachers Association, the National Association for the Advancement of Colored People) maintains that the process of developing tests which influence the lives of most people is too secret. The process should be opened up as other policymaking processes have opened via sunshine laws. These organizations feel that many individuals are unnecessarily victimized by testing programs and have no recourse. The testing companies have reacted in New York by withdrawing nearly three fourths of the tests that were used for postsecondary level admissions. The issue is likely to remain heated and will undoubtedly surface in other state legislatures during the 1980-81 biennium.

Implementation of Federal Handicapped Children's Act

In 1978-79, states were busy trying to interpret, implement, and support the federal legislation with state enabling legislation. The federal law calls for a "free, appropriate public education for all handicapped children." State officials were quite concerned that the new federal law did not adequately reflect all the work accomplished by states prior to the enactment of the federal law. Many people were concerned about the high cost of implementation, the identification of handicapped children, and the involvement of parents and teachers through the individualized education plan (IEP).

The primary emphasis of the federal legislation is the right of every handicapped child to an education. Federal officials estimated, when the bill was enacted, that approximately 10 to 12 percent of the student population was handicapped, but that local school districts and states had not located all these students. "Child Find" is a significant part of the federal legislation. In 1979, federal officials said that 27 states had reported identifying a total of 9 percent or more of children of school age as being handicapped. It is expected that this percentage will increase as states and local districts continue to implement their "Child Find" plans. Approximately two thirds of the handicapped children are currently spending some time with "regular" children in classes or on playgrounds each school day. Approximately 25 percent of the handicapped are in separate classes but in regular school buildings, and nearly 40 percent of children previously institutionalized are now being served in local school districts.

Budget and tax cuts have not apparently had a significant impact on special education at this date. California reduced summer school elective courses in special education, but all special categorical programs were funded at 100 percent because of the state surplus. In some states, budget caps or lids have been waived for special education or cuts have been made in the nonclassroom activities supporting the special education program.

Collective Bargaining

Although the previous decade has seen a great increase in the number of states allowing collective bargaining by its teachers, this trend has begun to slow down considerably. In the last biennium, only Tennessee passed a law to provide for collective bargaining for teachers. Even though 31 states have collective bargaining laws for teachers, the legislative activity is not completely over since each year many attempts are made to amend existing collective bargaining laws (see Table 6). The scope of bargaining remains a major problem in most states, as well as the provision for binding arbitration. Despite the widespread existence of collective bargaining laws for teachers, the fall of 1979 witnessed approximately 144 teacher strikes in 18 states. The issues over which the strikes occurred ranged from salary, to planning time, to fringe benefits, to dismissal and grievance procedures. Despite the wide variety of causes, salary remained the number one issue over which strikes occurred. The largest strike, involving about 12,000 teachers in Detroit, Michigan, began on September 9 and ended on September 26 with a new three-year pact granting a 7 percent increase for the 1979-80 school year, a 9 percent increase for 1980-81, and another 9 percent for 1981-82. Other large school districts affected by strikes were San Francisco, Indianapolis, and Jefferson Parish, Louisiana. Michigan reported the greatest number of strikes (50), followed by Illinois (26) and Pennsylvania (21).

Elementary/Secondary Education Finance

The set of public policy issues related to equitable and efficient financing of a state's elementary and secondary schools continues on the front burner of many state legislative agenda. Education finance has been the number one or number two priority issue in education for state policymakers at least for the past four years as indicated by the results of the priorities survey of the Education Commission of the States. Since 1970, approximately 25 states have passed fundamental school finance reforms, with changes in education financing and related property tax reform constituting major elements in this resurgence. Courts, moreover, as indicated by the 1979 decision on the *Lujan* case in Colorado and the 1978 decision on the *Levittown* case in New York, continue to apply pressure on states to develop fair and constitutionally permissible education finance systems.

Public elementary and secondary schools are still supported primarily by local property taxes. For 1978-79, it was estimated that local sources provided 47.2 percent of public school revenues, with state sources contributing 44.1 percent and the federal government 8.7 percent. These averages have remained fairly stable over the last 10 years. The proportions varied among the states, however, as indicated in Table 4. The most dramatic change over the past decade continues to be the increase in the state role, which rose by 7.5 percentage points from 1968-69 to 1978-79. This rising state role now seems to be a firm trend.

For the 1978-79 school year, it was estimated that approximately $86 billion was spent on public education for students in elementary and secondary schools. Current operating expenditures per pupil were estimated to average $1,917 across the country, an increase of 173 percent over the previous decade. As Table 5 shows, however, per pupil expenditure varied considerably among the states, ranging from a low of $1,331 to a high of $3,784. In addition, expenditures per pupil varied considerably within most states, with expenditure differences between high- and low-spending districts exceeding three-to-one ratios in most states.

Table 1 shows average teacher salaries for 1978-79, which were estimated to be $15,040, an increase of 89 percent over the 1968-69 school year. After adjusting the salary figure by the consumer price index, however, there has been virtually no real gain in the purchasing power of the average teacher's salary during the 10 years since 1968-69.

Finance Issues on the Horizon

As the 1970s come to an end, and the 1980s begin a new decade of activities in elementary and secondary education financing, there are likely to be some new issues that should emerge during the first half of the decade. The first of these will likely be a continuation, in some way in nearly all states, of the tax and expenditure limitation movement initiated by Proposition 13 in California. There was a great deal of activity across the country in the wake of that vote, and tax and expenditure limitation activities are a continuing issue in many states. Tax and spending limitations on the public sector, including schools, are reflective of the underlying economic problems affecting the country. Until the phenomena of high inflation, more taxes, a rising governmental sector, expanding education programs, and increasing education budgets abate significantly, the push by the electorate to impose limitations will probably continue.

It is unlikely, however, that the tax and expenditure limitation movement will evaporate. There are now numerous national organizations, such as the National Tax Limitation Committee, that are keeping this effort alive, targeting certain states for action, providing technical assistance at the state and local levels in other states, and conducting sophisticated national surveys and mailings both to fund and expand their entire range of national activities. California is but the most obvious example of how the activities have expanded. Moving beyond just slashing property taxes under Proposition 13, California imposed a strict spending limitation on state and local governments in November 1979, and now sufficient signatures have been gathered to place a measure on the June 1980 ballot to cut the income tax by 50 percent. Although school districts in about 37 states already face some type of tax limitation, budget increase cap, or expenditure lid, it is very probable that these and even stricter measures are likely to be strengthened and public schools across the country will face a rough period for at least the next five years.

A second finance issue that is likely to emerge in the 1980s is the funding of pension liabilities. Many of the economic gains made in public education in the decade of the 1960s and 1970s came, in part, at the expense of postponing certain costs, primarily for pensions. These costs are now beginning to catch up. Put differently, potential pension liabilities incurred in the earlier decades will become actual cost items in the 1980s as more and more teachers and education employees retire. These retirements not only cause potential pension liabilities to become real cost items, but because of declining enrollments, the retired teachers are not being replaced on a one-for-one basis by new teachers who could help finance the pension expenditures. Thus, school districts and state pension systems are feeling the blow of fewer teachers contributing to the pension pool but greater numbers drawing on the pension system for retirement benefits. In those instances, which are not few in number, where pension programs are unfunded or grossly underfunded, the issue of teacher retirement costs will become a major fiscal issue in the 1980s. The financial burdens posed by these pension programs will cause squeezes in the interim. It is apparent that the pension issue should be placed on the policy agenda and be treated as a serious issue that must be an integral component of education costs and a critical focus of education finance policy.

A third issue that is likely to be intertwined with finance debates concerns the translation of dollars into programs and services, and how those programs and services affect public schoolchildren. The school finance debates of the 1970s have focused on the fiscal equity side, with most participants accepting expenditures per child as the best available indicator of educational service levels. But as the school finance debates have become simultaneously more comprehensive and more complex, the need for translating simple dollars into programs and services has taken on a new urgency. A justifiable prediction is that school finance reform debates in the late 1980s will entail program and service equalization rather than fiscal equalization. Indeed, the variety of attempts to define basic education across state legislatures is but one indication of this effort and shift in the focus of education finance policy. Admittedly, the state of the art of knowledge that allows program and service definition is far from precise, but the need to move on this frontier is apparent.

Related to this concern is a renewed interest in the interaction among education resources, the home environment, and school impacts. While this concern reflects, in part, a current interest in accountability and efficient use of resources, it also reflects a growing substantive concern of how best to invest public funds in order to maximize the impact of schools on learning and achievement. Are compensatory education programs in need of more funding, or should additional funds be placed in preschool programs or parent training programs? These and many other serious issues are being raised by scholars as research breaks the frontiers and begins to provide better answers to how schools, home environment, and resources interact collectively to affect what children learn as well as how they learn it. While in a simple sense this is a restatement of the age-old cost-quality debate, it is also an expansion of it based on major advances in the 1960s and 1970s of the research that has been done on the issue. While the cost-quality issue has been skirted in education finance policy debates in the past, it should not be avoided in the 1980s; in fact, both the technology for addressing the issue and the encouraging results derived from the few existing good studies suggest that there are school investment decisions that can be made that improve children's performance. Delineating and identifying these strategies is a must in the next 10 years.

An additional issue that will receive attention concerns programs for special students. The primary issue is to clarify and coordinate, rather than to initiate and develop. The last two decades spawned a multitude of federal and state programs for children with a variety of special needs, from physical and mental handicaps, to low achievement, economic disadvantage, linguistic difference, career guidance, etc. Few of these programs have been funded fully; fewer yet have been organized and coordinated so that the programs are implemented in a coherent manner in the local classroom. While there has been a series of battles among proponents of these programs, special interest groups, state governments, federal bureaucrats, and local school officials, the number of special programs is unlikely to expand in the next decade. The likely scenario will include streamlining programs, making sense of intergovernmental aid flows that are overlapping and uncoordinated, and developing uniform fiscal systems that can accommodate both federal and state government interests in tracking dollars to specific programs as well as the education need for eliminating the necessity to provide fragmented programs in order to keep dollars separate and distinct. Great progress has been made in the battle to provide needed services to special populations; the need now is to synthesize and organize in order to maximize the impact of the programs on the books and the millions of dollars that currently are available.

Finally, court cases have not only continued, but also have become much more complex. The *Levittown* decision in New York is the best current example. It not only found simple, wealth-related expenditure disparities unconstitutional, but also mandated that the state aid system must constitutionally recognize municipal overburden, educational overburden in terms of the concentration of high-cost special pupil needs, variation in the purchasing power of the education dollar, counting students on membership rather than attendance, and the need for schools to provide a minimum level of educational achievement for all students. This decision shows most dramatically that fair financing decisions must undergird comprehensive overall education policy. Because education policy is ever changing and evolving, education finance should remain a top priority issue through the 1980s.

Table 1

AVERAGE ANNUAL SALARY OF INSTRUCTIONAL STAFF IN PUBLIC ELEMENTARY AND SECONDARY DAY SCHOOLS, BY STATE: 1972-73, 1975-76, AND 1978-79*

State	*1972-73*	*1975-76*	*1978-79*	*State*	*1972-73*	*1975-76*	*1978-79*
Alabama	$ 8,262	$10,803	$12,948	**Montana**	$ 8,908	$11,560	$13,651
Alaska	15,176(a)	20,573(b)	24,150	**Nebraska**	9,080	10,418	12,936
Arizona	10,863	12,807	15,200	**Nevada**	11,472	14,000	15,206
Arkansas	7,613	9,986	11,126	**New Hampshire**	9,313	10,560	11,825
California	12,700	15,600	17,580	**New Jersey**	11,750	13,941	16,325
Colorado	10,280	12,600	15,000	**New Mexico**	8,600	13,500	14,215
Connecticut	11,200	13,349	15,235	**New York**	13,450(c)	16,511(c)	18,600
Delaware	11,100	13,120	14,917	**North Carolina**	9,314	11,312	13,537
Florida	9,740	10,996	14,005	**North Dakota**	8,362	10,112	12,013
Georgia	8,644	10,847	12,793	**Ohio**	9,800	11,950	14,200
Hawaii	10,900	15,638(b)	18,357	**Oklahoma**	8,200	9,800	12,498
Idaho	8,058	10,564	12,624	**Oregon**	9,949	12,627	14,765
Illinois	11,564	14,419	16,905	**Pennsylvania**	11,000	12,900	15,400
Indiana	10,300	12,311	14,194	**Rhode Island**	10,800	13,754	16,698
Iowa	10,564	12,101	14,199	**South Carolina**	8,310	9,821	12,206
Kansas	8,839	11,115	12,784	**South Dakota**	8,034	9,363	11,750
Kentucky	8,150	10,135	13,130	**Tennessee**	8,450	10,470	12,733
Louisiana	9,388	10,422	13,015	**Texas**	9,025	11,818	12,975
Maine	9,277	10,665	12,328	**Utah**	8,996	11,800	13,910
Maryland	11,787	14,445	16,587	**Vermont**	9,110	10,300	11,786
Massachusetts	11,200	12,600	16,125	**Virginia**	9,842	11,970	13,200
Michigan	12,400	16,030	17,974	**Washington**	11,100	14,450	17,400
Minnesota	11,115	14,065	15,446	**West Virginia**	8,505	10,764	12,675
Mississippi	7,145	9,649	11,150	**Wisconsin**	10,812	12,816	15,000
Missouri	9,329	10,843	12,896	**Wyoming**	9,900	11,600	14,469

**Source*: National Education Association, *Rankings of the States, 1973, 1976, and 1979*, Washington, D.C.

(a) Reduce 30 percent to make purchasing power comparable to the figures for other areas of the United States.

(b) Reduce 25 percent to make purchasing power comparable to the figures for other areas of the United States.

(c) Median salary.

Table 2
FALL ENROLLMENT IN PUBLIC ELEMENTARY AND SECONDARY DAY SCHOOLS: 1977-78 AND 1978-79*

State or other jurisdiction	*1977-78 fall enrollment*			*1978-79 estimated fall enrollment*			*Percentage change 1977-78 to 1978-79*
	Elementary	*Secondary*	*Total*	*Elementary*	*Secondary*	*Total*	
United States	24,993,230	18,751,729	43,744,959	24,403,027	18,375,337	42,778,364	-2.2
Alabama	382,556	366,764	749,320	369,100	384,100	753,200	0.5
Alaska	49,441	49,190	90,631	49,286	40,105	89,391	-1.4
Arizona	383,715	171,987	555,702	386,700	173,300	560,000	0.8
Arkansas	251,712	230,127	481,839	241,178	215,520	456,698	-5.2
California	2,887,100(a)	1,416,565(a)	4,303,665	2,742,117(a)	1,328,825(a)	4,071,000	-5.4
Colorado	303,366	258,441	561,807	300,500	259,500	560,000	-0.3
Connecticut	416,769	199,620	616,389	396,250	196,900	593,150	-3.8
Delaware	57,967	60,033	118,000	53,041	57,993	111,034	-5.9
Florida	777,388	756,653	1,534,041	771,991	853,549	1,525,540	-0.6
Georgia	655,606	431,807	1,087,413	649,748	438,088	1,087,836	0.0
Hawaii	90,104	82,077	172,181	89,336	80,760	170,096	-1.2
Idaho	105,591	95,842	201,433	108,744(b)	94,278(b)	203,022(b)	0.8
Illinois	1,461,626	722,110	2,188,736	1,410,426	696,889	2,107,315	-3.7
Indiana	585,415(c)	559,459	1,144,874	575,345(c)	555,319	1,130,664	-1.2
Iowa	306,345	282,415	588,760	296,150	272,983	569,133	-3.3
Kansas	266,527	180,065	446,592	261,414	176,466	437,880	-2.0
Kentucky	438,167	256,132	694,299	441,712	251,287	692,999	-0.2
Louisiana	447,163	388,091	835,254	447,000	381,000	828,000	-0.9
Maine	165,644	74,029	239,673	162,550	75,730	238,280	-0.6
Maryland	421,466	415,341	836,807	403,630	408,480	812,110	-3.0
Massachusetts	583,070	581,700	1,164,770	565,000(b)	570,000(b)	1,135,000(b)	-2.6
Michigan	1,034,895	996,203	2,031,098	1,016,784	961,336	1,978,120	-2.6
Minnesota	401,397	433,169	834,566	388,375	416,460	804,835	-3.6
Mississippi	279,816	224,893	504,709	271,899	219,537	491,436	2.6
Missouri	614,938	316,294	931,232	593,923	306,079	900,002	-3.4
Montana	111,843	56,887	168,730	110,500	55,800	166,300	1.4
Nebraska	160,566	144,771	305,337	155,120	143,180	298,300	-2.3
Nevada	71,441	72,340	143,781	73,222	73,059	146,281	1.7
New Hampshire	104,632	69,986	174,618	102,500	72,150	174,650	0.0
New Jersey	861,811	519,717	1,381,528	834,500	511,500	1,346,000	-2.6
New Mexico	142,872	139,024	281,896	144,019	135,322	279,341(d)	-0.9
New York	1,591,179	1,620,670	3,211,849	1,524,700	1,602,900	3,127,600	-2.6
North Carolina	823,221	370,543	1,193,764	807,470	370,502	1,177,972	-1.3
North Dakota	58,105	66,980	125,085	57,570	64,119	121,689	-2.7
Ohio	1,278,689	898,532	2,177,221	1,228,150	878,450	2,106,600	3.2
Oklahoma	320,427	274,041	594,468	318,000	274,000	592,000(e)	-0.4
Oregon	275,259	197,718	472,977	273,800	199,700	473,500	0.1
Pennsylvania	1,054,040	1,074,833	2,128,873	1,012,100	1,045,900	2,058,000	-3.3
Rhode Island	90,911	75,479	166,390	79,104	81,274	160,378	-3.6
South Carolina	380,588(f)	240,135	620,723	428,682	196,249	624,931(f)	0.7
South Dakota	93,888	49,643	143,531	90,437	47,791	138,228	-3.7
Tennessee	538,648	339,584	878,232	526,318	344,500	870,818	-0.8
Texas	1,524,174	1,332,187	2,856,361	1,532,500	1,337,500	2,870,000	0.5
Utah	173,486	143,846	317,332	182,366	142,102	324,568	2.3
Vermont	61,557	41,377	102,934	60,790	40,760	101,550	-1.3
Virginia	662,072	420,112	1,082,184	642,590	412,648	1,055,238	-2.5
Washington	395,237	381,226	776,463	394,855	372,597	767,452	-1.2
West Virginia	234,174	166,861	401,035	233,518	162,204	395,722	-1.3
Wisconsin	501,498	416,365	917,863	484,417	402,002	886,419	-3.4
Wyoming	48,805	43,516	92,321	51,441(g)	42,887	94,328	2.2
District of Columbia	(h)	(h)	115,672	(h)	(h)	113,758	-1.7

---

*Adapted from National Education Association, *Estimates of School Statistics, 1978-79*. Unless otherwise specified, enrollment data is based on organizational level, i.e., kindergarten and grades 1-6 as elementary, and junior and senior high school, grades 7-12, as secondary.

(a) Junior high school students are counted as elementary students.

(b) NEA estimates.

(c) Includes 560 enrolled in nursery school programs in 1977-78 and 555 in 1978-79.

(d) Does not collect fall enrollment data; average daily membership is substituted.

(e) Fall enrollment is actually fall membership.

(f) Includes 31,750 students in a pilot kindergarten program on half-day sessions in 1977-78. Does not collect fall enrollment data in 1978-79; average daily membership is substituted.

(g) Seventh and eighth graders in middle schools are counted as elementary students in 1978-79.

(h) Breakdown not available.

Table 3
ESTIMATED SCHOOL-AGE POPULATION, 1977; AS PERCENTAGE OF TOTAL POPULATION, 1977; AND PERCENTAGE CHANGES, 1975 TO 1977*

State	*School-age population (5-17), 1977 (in thousands)*	*Total state population, 1977 (in thousands)*	*School-age population as percentage of total population, 1977*	*Percentage change in total population, 1975 to 1977*	*Percentage change in school-age population, 1975 to 1977*
Alabama	866	3,690	23	2.1	-1.6
Alaska	113	407	28	15.6	17.7
Arizona	568	2,296	25	3.2	3.8
Arkansas	485	2,144	23	1.3	2.4
California	4,663	21,896	21	3.4	2.3
Colorado	591	2,619	23	3.4	-2.3
Connecticut	694	3,108	22	0.4	-4.0
Delaware	135	582	23	0.5	-4.2
Florida	1,687	8,452	20	1.1	-4.3
Georgia	1,199	5,048	24	2.5	0.8
Hawaii	205	895	23	3.4	-1.0
Idaho	204	857	24	4.5	-0.5
Illinois	2,570	11,245	23	0.9	-2.9
Indiana	1,250	5,330	23	0.4	-3.3
Iowa	662	2,879	23	0.3	-4.6
Kansas	502	2,326	22	2.6	-2.5
Kentucky	795	3,458	23	1.8	-1.9
Louisiana	986	3,921	25	3.4	-0.4
Maine	253	1,085	23	2.5	-1.6
Maryland	964	4,139	23	1.0	-4.1
Massachusetts	1,285	5,782	22	-0.8	-5.4
Michigan	2,194	9,129	24	-0.3	-4.6
Minnesota	940	3,975	24	1.2	-5.4
Mississippi	604	2,389	25	1.8	-0.7
Missouri	1,058	4,801	22	0.8	-3.5
Montana	174	761	23	1.7	-7.0
Nebraska	353	1,561	23	1.0	-2.8
Nevada	147	633	23	6.9	2.1
New Hampshire	198	849	23	3.8	1.0
New Jersey	1,651	7,329	23	0.2	-4.2
New Mexico	302	1,190	25	3.7	-1.6
New York	3,931	17,924	22	-1.1	-4.5
North Carolina	1,257	5,525	23	1.4	-2.0
North Dakota	154	653	24	2.8	-0.6
Ohio	2,467	10,701	23	-0.5	-4.7
Oklahoma	608	2,811	22	3.7	0.0
Oregon	513	2,376	22	3.8	-1.3
Pennsylvania	2,610	11,785	22	-0.4	-2.7
Rhode Island	207	935	22	0.9	-2.4
South Carolina	690	2,876	24	2.1	-1.6
South Dakota	161	689	23	0.9	-3.0
Tennessee	963	4,299	22	2.7	-0.8
Texas	3,001	12,830	23	4.8	2.3
Utah	319	1,268	25	5.1	0.9
Vermont	114	485	24	3.0	-4.2
Virginia	1,160	5,135	23	3.4	-1.0
Washington	820	3,658	22	3.2	-1.8
West Virginia	409	1,859	22	3.1	0.0
Wisconsin	1,097	4,651	24	1.0	4.6
Wyoming	94	406	23	8.6	3.3

**Sources:* National Education Association. Figures from or derived from *Estimates of School Statistics* for 1976-77, and 1978-79, Table 2; and U.S. Department of Commerce, Bureau of the Census, *Statistical Abstract of the United States, 1978.*

Table 4

ESTIMATED REVENUE RECEIPTS, PUBLIC SCHOOLS, 1977-78, AND STATE AND LOCAL TAX COLLECTION AS A PERCENTAGE OF PERSONAL INCOME, 1977*

State or other jurisdiction	*Total receipts (in thousands of dollars)*	*Receipts by source, percent*			*Total state and local tax collections as a percentage of personal income*
		Federal	*State*	*Local*	
United States	$81,759,348	8.7	44.1	47.2	4.9
Alabama	999,795	14.5	64.5	21.0	4.1
Alaska	329,882	15.6	66.9	17.5	6.5
Arizona	961,729	8.6	43.2	48.2	5.9
Arkansas	573,237	15.1	52.0	32.9	4.1
California	8,983,798	11.2	38.1	50.7	4.6
Colorado	1,156,719	4.9	36.1	59.0	5.9
Connecticut	1,297,888	6.0	27.1	66.9	4.9
Delaware	256,525	10.6	66.8	22.6	5.1
Florida	2,739,212	9.7	54.9	35.4	4.4
Georgia	1,396,697	12.3	51.6	36.1	4.0
Hawaii	297,622	17.7	78.5	3.8	3.6
Idaho	287,000	12.5	45.3	42.2	4.9
Illinois	4,478,900	11.5	40.2	48.3	4.8
Indiana	1,827,630	5.8	51.7	42.5	4.7
Iowa	1,149,729	5.6	39.9	54.5	5.5
Kansas	801,835	12.1	45.4	42.5	4.2
Kentucky	945,068	12.4	69.0	18.7	4.0
Louisiana	1,248,118	14.7	57.3	28.1	4.6
Maine	358,700	7.6	46.7	45.7	5.3
Maryland	1,826,023	7.1	40.9	52.0	5.4
Massachusetts	2,467,658	4.1	34.1	61.8	5.6
Michigan	3,872,434	6.5	45.0	48.5	5.2
Minnesota	1,846,565	6.0	55.0	38.9	6.1
Mississippi	631,761	23.4	52.9	23.6	4.0
Missouri	1,471,287	9.6	35.3	55.1	4.2
Montana	322,910	8.7	51.3	40.0	6.3
Nebraska	570,264	6.9	17.3	75.7	5.1
Nevada	229,837	5.8	37.9	56.3	4.3
New Hampshire	256,368	5.2	9.1	85.7	4.4
New Jersey	3,178,000	3.9	39.4	56.7	5.2
New Mexico	464,575	15.1	67.3	17.5	5.7
New York	8,219,400	4.3	38.4	57.4	5.8
North Carolina	1,752,648	14.0	66.2	19.8	4.6
North Dakota	219,795	8.5	44.9	46.5	5.0
Ohio	3,403,770	5.7	40.8	53.6	4.2
Oklahoma	939,576	11.6	55.1	33.3	4.7
Oregon	960,417	7.5	29.5	63.0	5.3
Pennsylvania	4,717,600	8.7	44.9	46.4	5.2
Rhode Island	298,714	6.0	41.5	52.5	4.4
South Carolina	935,978	14.8	53.2	32.0	4.9
South Dakota	217,332	12.1	14.3	73.6	4.7
Tennessee	1,160,911	12.9	49.1	38.0	4.1
Texas	4,703,522	9.8	50.4	39.9	4.9
Utah	504,196	8.5	53.9	37.6	6.1
Vermont	183,918	6.5	27.9	65.5	6.1
Virginia	1,698,928	10.4	38.4	51.3	4.3
Washington	1,376,342	9.0	59.2	31.7	4.5
West Virginia	606,911	10.1	61.2	28.7	4.9
Wisconsin	1,857,934	5.8	34.9	59.3	5.5
Wyoming	205,761	6.5	29.7	63.8	6.3
Dist. of Col.	297,929	14.7	...	85.3	4.1

Source: National Education Association, *Estimates of School Statistics, 1978-79,* Table 8, and *Rankings of the States,* 1979, Table F-4.

Table 5
ESTIMATED EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS: 1978-79*

State or other jurisdiction	*Total current expenditures (in thousands of dollars)*	*Per pupil in ADA (a)*	*Capital outlay (in thousands of dollars)*	*Total current expenditures, capital outlay, and interest (in thousands of dollars)*
United States	$75,623,909	$1,917	$6,259,954	$86,222,349
Alabama (b)	1,016,580	1,436	103,000	1,135,000
Alaska	312,149	3,784	42,500	379,649
Arizona	752,800	1,618	50,000	830,000
Arkansas	551,241	1,344	74,856	641,861
California	7,395,752	1,783	613,620	8,813,302
Colorado	983,510	1,888	117,000	1,132,020
Connecticut	1,273,979	2,334	25,500	1,337,479
Delaware	240,585	2,368	11,000	263,610
Florida	2,558,548	1,778	228,000	2,838,548
Georgia	1,327,246	1,331	45,500(b)	1,421,246
Hawaii	277,031	1,783	32,000	323,931
Idaho (b)	270,000	1,415	35,000	311,225
Illinois	4,174,000	2,246	460,000	4,895,000
Indiana (b)	1,554,500	1,545	185,000	1,825,000
Iowa	1,467,580	2,768	103,321	1,586,845
Kansas (b)	764,000	1,894	73,000	895,079
Kentucky	994,000(c)	1,562	39,000	1,067,700
Louisiana	1,245,502	1,671	85,000	1,364,502
Maine (b)	350,800	1,586	19,000	390,000
Maryland	1,706,383	2,319	123,382	1,873,212
Massachusetts (b)	2,413,000	2,228	130,000	2,644,000
Michigan	3,498,381	1,922	284,723	4,080,855
Minnesota	1,624,826	2,146	145,365	1,953,879
Mississippi	634,178	1,358	45,000	689,428
Missouri	1,303,557	1,625	72,000	1,420,557
Montana (b)	311,400	2,062	29,000	348,000
Nebraska	535,471	1,918	50,962	607,910
Nevada	233,865	1,682	14,586	265,390
New Hampshire	242,775	1,469	27,000	278,275
New Jersey	3,100,000	2,570	75,000	3,307,000
New Mexico	453,316	1,708	86,734	562,335
New York	7,554,000	2,759	319,800	8,272,900
North Carolina	1,625,210	1,507	175,000	1,998,506
North Dakota	176,500	1,526	18,900	204,690
Ohio	3,400,000	1,777	185,000	3,723,000
Oklahoma	900,000	1,630	75,000	996,000
Oregon	908,850	2,128	100,000	1,031,350
Pennsylvania	4,364,100	2,315	235,000	5,058,800
Rhode Island (b)	297,700	2,018	1,800	309,000
South Carolina	894,000(d)	1,482(d)	75,000	1,023,000
South Dakota	218,200	1,662	28,000	250,800
Tennessee	1,193,242	1,465	105,000	1,370,992
Texas	3,822,329	1,475(e)	750,000	4,762,329
Utah	455,652	1,494	88,385	573,109
Vermont (b)	160,548	1,647	5,200	174,848
Virginia	1,758,191	1,808	150,151	1,983,925
Washington	1,505,188	2,134	275,000	1,844,338
West Virginia	592,151	1,626	79,930	684,663
Wisconsin	1,760,762	2,251	117,639	1,941,699
Wyoming	182,600	2,092	37,000	225,700
District of Columbia	287,731	3,045	12,100	309,862

---

*Source: National Education Association, *Estimates of School Statistics, 1978-79*.

(a) Average daily attendance.

(b) NEA estimates.

(c) Beginning in 1977-78, expenditures for school lunch funds and vocational education funds are included.

(d) Current expenditures in 1978-79 include kindergarten expenses. Amount spent per pupil in ADA is based on 1977-78 135-day count using one half of kindergarten students. This amount is reported as $1,539.

(e) Includes expenditures of regular school districts but does not include expenditure data of state school and other districts without taxing authority. The actual ADA reported is $1,391 in 1977-78 and $1,482 in 1978-79.

Table 6
MANDATORY COLLECTIVE BARGAINING LAWS COVERING ELEMENTARY/SECONDARY PUBLIC SCHOOL PERSONNEL*

State	Coverage of personnel (a)		Strikes permitted	Binding arbitration of contract disputes: permissive or mandatory; partial or total
	Professional (b)	Classified (c)		
Alabama	...	...	...	...
Alaska	★	...	...	...
Arizona	...	...	...	...
Arkansas	...	...	...	...
California	★	★	...	...
Colorado	...	...	...	...
Connecticut	★	★	...	★
Delaware	•	•	...	...
Florida	★	★	...	...
Georgia	...	...	...	...
Hawaii	★	★	★	★
Idaho	•	...	...	...
Illinois	...	...	...	...
Indiana	★	...	...	★(h)
Iowa	★	★	...	★
Kansas	★	★	...	★
Kentucky	...	...	...	...
Louisiana	...	...	...	...
Maine	★	★	...	★(i)
Maryland	★	★(d)	...	...
Massachusetts	★	★	...	★
Michigan	★	★	...	...
Minnesota	★	★	★(e)	★
Mississippi	...	...	...	...
Missouri	...	•	...	...
Montana	★	★	★(f)	★
Nebraska	•	...	...	★
Nevada	★	★	...	★
New Hampshire	★	★	...	...
New Jersey	★	★	...	★
New Mexico	...	...	...	...
New York	★	★	...	★
North Carolina	...	...	...	...
North Dakota	★	...	...	...
Ohio	...	...	...	...
Oklahoma	★	★	...	...
Oregon	★	★	★	★
Pennsylvania	★	★	★	★(j)
Rhode Island	★	★	...	★(i)
South Carolina	...	...	...	...
South Dakota	★	★	...	...
Tennessee	★	...	...	...
Texas	...	...	...	...
Utah	...	...	...	...
Vermont	•	★	★(g)	★(h)
Virginia	...	...	...	...
Washington	★	★	...	...
West Virginia	...	...	...	...
Wisconsin	★	★	★	★
Wyoming	...	...	...	...

Source: Research and Information Department, Education Commission of the States.

(a) In these columns only, ★ = collective bargaining and • = meet and confer law.

(b) Generally, a certified teacher or one with similar or higher status.

(c) Generally, one below the rank of a certified teacher, i.e., clerk, food employee, bus driver, custodian, paraprofessional, etc.

(d) Covers 17 of 23 counties; Baltimore has separate procedures.

(e) For "nonessential" employees.

(f) Court ruling.

(g) Provisions unclear.

(h) Classified personnel only.

(i) Nonfund matters only.

(j) Not binding if legislative action required.

Table 7

NUMBER OF SCHOOL DISTRICTS (BASIC ADMINISTRATIVE UNITS), 1951-52 AND 1978-79, AND NUMBER OF NONOPERATING DISTRICTS, 1978-79*

State or other jurisdiction	Number of school districts		Percentage change 1951-52 to 1978-79	Number of nonoperating districts 1978-79
	1951-52	1978-79		
United States	71,119	16,114	-77.3	280
Alabama	108	127	17.6	0
Alaska	27	51	88.9	0
Arizona	329	229	-30.4	2
Arkansas	425	382	-10.1	1
California	2,044	1,043	-49.0	0
Colorado	1,333	181	-86.4	0
Connecticut	172	181	5.2	13
Delaware	115	16	-86.1	0
Florida	67	67	0.0	0
Georgia	204	187	- 8.3	0
Hawaii	1	1	0.0	0
Idaho	281	115	-59.1	0
Illinois	3,413	1,014	-70.3	2
Indiana	1,115	306	-72.6	1
Iowa	4,649	447	-90.4	0
Kansas	3,704	307	-91.7	0
Kentucky	231	181	-21.6	0
Louisiana	67	66	- 1.5	0
Maine	492	282	-42.7	60
Maryland	24	24	0.0	0
Massachusetts	351	437	24.5	53
Michigan	4,736	580	-87.8	1
Minnesota	6,018	438	-92.7	1
Mississippi	1,989	152	-92.4	0
Missouri	4,573	550	-88.0	2
Montana	1,386	584	-57.9	21
Nebraska	6,499	1,117	-82.8	46
Nevada	177	17	-90.4	0
New Hampshire	238	168	-29.4	11
New Jersey	555	610	9.9	19
New Mexico	107	88	-17.8	0
New York	3,175	743	-76.6	6
North Carolina	172	145	-15.7	0
North Dakota	2,135	339	-84.1	33
Ohio	1,429	615	-57.0	0
Oklahoma	2,066	621	-69.9	0
Oregon	995	330	-66.8	2
Pennsylvania	2,514	505	-79.9	1
Rhode Island	39	40	2.6	0
South Carolina	521	92	-82.3	0
South Dakota	3,390	194	-94.3	0
Tennessee	150	148	- 1.3	0
Texas	2,281	1,105	-51.6	5
Utah	40	40	0.0	0
Vermont	263	274	4.2	0
Virginia	127	141	11.0	0
Washington	560	300	-46.4	0
West Virginia	55	55	0.0	0
Wisconsin	5,463	427	-92.2	0
Wyoming	313	51	-83.7	0
District of Columbia	1	1	0.0	0

---

*Sources: U.S. Department of Health, Education, and Welfare, Office of Education, *Statistics of State School Systems: Organization, Staff, Pupils and Finances, 1951-52*; National Education Association, *Estimates of School Statistics, 1978-79*.

Table 8

STATE BOARDS OF EDUCATION AND CHIEF SCHOOL OFFICERS FOR THE COMMON SCHOOL SYSTEMS: 1947 AND 1979*

	Chief method of selecting state board						Chief method of selecting chief state school officer					
	Elected by people		Appointed by governor		Other		Elected by people		Appointed by state board		Appointed by governor	
State	1947	1979	1947	1979	1947	1979	1947	1979	1947	1979	1947	1979
Alabama	...	★	★	...	...	...	★	...	...	★	...	...
Alaska	...	...	★	★	...	...	...	...	★	★(a)	...	...
Arizona	...	...	...	★	★	...	★	★	...	...	...	...
Arkansas	...	...	★	★	...	...	...	...	★	★(a)	...	...
California	...	...	★	★	...	...	★	★	...	...	...	...
Colorado	...	★	...	...	★	...	★	...	...	★	...	...
Connecticut	...	...	★	★	...	...	...	...	★	★	...	...
Delaware	...	...	★	★	...	...	...	...	★	★	...	...
Florida	...	...	...	...	★	★(b)	★	★	...	...	...	...
Georgia	...	...	★	★	...	...	★	★	...	...	...	...
Hawaii	...	★	★	...	...	...	...	...	...	★	★	...
Idaho	...	...	★	★	...	...	★	★	...	...	...	...
Illinois (c)	...	...	...	★	...	...	★	...	...	★	...	...
Indiana	...	...	★	★	...	...	★	★	...	...	...	...
Iowa (c)	...	...	...	★	...	...	★	...	...	★(d)	...	...
Kansas	...	★	★	...	...	...	★	...	...	★	...	...
Kentucky	...	...	★	★	...	...	★	★(c)	...	...	...	...
Louisiana	★	★(f)	...	...	...	...	★	★	...	...	...	...
Maine (c)	...	...	...	★	...	...	...	...	...	...	★	★
Maryland	...	...	★	★	...	...	...	...	★	★	...	...
Massachusetts	...	...	★	★	...	...	...	...	★	★(e)	...	...
Michigan	★	★	...	...	...	...	★	...	...	★	...	...
Minnesota	...	...	★	★	...	...	...	...	★	★(d)	...	...
Mississippi	...	...	...	...	★	★(g)	★	★	...	...	...	...
Missouri	...	...	★	★	...	...	...	...	★	★	...	...
Montana	...	...	★	★	...	...	★	★	...	...	...	...
Nebraska (c)	...	★	...	...	...	...	★	...	...	★	...	...
Nevada	★	★	...	...	...	...	★	...	...	★	...	...
New Hampshire	...	...	★	★	...	...	...	...	★	★(a)	...	...
New Jersey	...	...	★	★	...	...	...	...	...	...	★	★
New Mexico	...	★	★	...	...	...	★	...	...	★(e)	...	...
New York	...	...	...	...	★	★(h)	...	...	★	★(i)	...	...
North Carolina	...	...	★	★	...	...	★	★	...	...	...	...
North Dakota (c)	...	...	...	★	...	...	★	★	...	...	...	...
Ohio (c)	...	★	...	...	...	...	...	...	...	★	★	...
Oklahoma	...	...	★	★	...	...	★	★	...	...	...	...
Oregon	...	...	★	★	...	...	★	★	...	...	...	...
Pennsylvania	...	...	★	★(j)	...	...	...	...	...	...	★	★(k)
Rhode Island (c)	...	...	...	★	...	...	...	...	...	★(i)	★	...
South Carolina	...	...	★	...	...	★(l)	★	★	...	...	...	...
South Dakota (c)	...	...	...	★	...	...	★	...	...	★(e)	...	...
Tennessee	...	...	★	★	...	...	...	...	...	...	★	★
Texas	...	★	★	...	...	...	★	...	...	★	...	...
Utah	...	★	...	...	★	...	★	...	...	★	...	...
Vermont	...	...	★	★	...	...	...	...	★	★(a)	...	...
Virginia	...	...	★	★	...	...	...	...	...	...	★	★(m)
Washington	...	...	...	...	★	★(n)	★	★	...	...	...	...
West Virginia	...	...	★	★	...	...	★	...	...	★	...	...
Wisconsin	No state board						★	★	...	...	...	...
Wyoming	...	...	...	★	★	...	★	★	...	...	...	...
Total	3	12	30	32	8	5	31	18	11	27	8	5

---

*Sources: Adapted from Council of State Governments, *The Forty-eight State School Systems*, 1949, Tables 11 and 12 (data for Alaska and Hawaii since added); 1979 information from Research & Information Department, Education Commission of the States.

(a) Governor confirms appointment.

(b) State commissioner of education, governor, attorney general, secretary of state, commissioner of agriculture, insurance commissioner, state treasurer, and comptroller.

(c) No state board in 1947.

(d) Senate confirms appointment.

(e) State also has gubernatorially appointed secretary of education.

(f) Eight are elected; 3 appoinied at large by governor with senate confirmation.

(g) State superintendent of education, secretary of state, and attorney general.

(h) Board governs all education; selected by legislature.

(i) Chief administers all education; appointed by state board of regents.

(j) Chief is Secretary of Education with postsecondary responsibilities as well.

(k) Board is subdivided for elementary/secondary education and post-secondary education.

(l) Selected by legislative committee.

(m) State also has gubernatorially appointed Secretary of Education; General Assembly confirms appointment.

(n) Selected by local school boards.

POSTSECONDARY EDUCATION

By Richard M. Millard and Nancy M. Berve*

ELEMENTARY SCHOOLS began losing enrollments as early as 1970-71, but high school graduations continued to increase through the spring of 1978[1] when approximately 3.16 million students graduated. The projections are downward from this point until at least the mid-1990s. The 18- to 22-year-old population growth that gave rise to the tremendous expansion of higher education from 1960 to the present clearly is over. This group is expected to drop about 25 percent by 1993. More important, by 1991 high school graduates are expected to drop 26 percent in relation to 1979 graduates. This will vary by section of the country with the most severe decreases in New England (40 percent) and the least severe in the south (13 percent).[2] A few states (Idaho, Utah, and Wyoming) actually will experience increases. Nationally, the pool of traditional college-age students and high school graduates will be severely restricted.

Enrollments are not determined by 18 to 22 year olds or high school graduates alone. Such factors as migration, changing student clientele, and retention rates obviously affect the enrollment picture and various projections reflect different emphases on these variables. However, the probability of decline in many institutions and states is relatively high. With very few exceptions, the debate is not over increase versus decline but over the degree or extent of decline and how it will affect different types of institutions.

Currently, postsecondary education enrollments are fluctuating. Concurrently, characteristics of student bodies are changing. In 1979, for the first time, women students outnumbered men (50.7 to 49.9 percent). The percentage of white males has constantly decreased since the early 1970s. The percentage of part-time students has been steadily increasing as has the number of older students. The average college age currently is above the traditional 18 to 22 age.

The number of black students has doubled since 1970 as has the number of students of Hispanic origin. Of the 18- to 34-year-old whites in the population, 16.6 percent are enrolled in colleges; of the number of blacks, 15.6 percent; and of those of Hispanic origin, 11.8 percent. Of the number of high school graduates in this age group by race or ethnic origin enrolled in college, 19.8 percent are whites, 22.4 percent are blacks, and 21.2 percent are Hispanics. Admittedly, the percentage of blacks and Hispanics who graduate from high school is considerably lower than whites, but as these percentages increase so will the percentage of blacks and Hispanics enrolled in college.

Adult, continuing education, and lifelong learning call for special note. A number of colleges and universities as well as some enrollment predictors are counting on the older population to make up for the decrease in enrollment of 18 to 22 year olds. The average college age has increased considerably over the last 10 years. Part of this is due to more students delaying entry after completing high school. In 1977, 20.9 percent of entering students delayed college entry from one to three years and 24.9 percent delayed four years or more.[3] Another part of this increase in average age is due to older adults returning for additional work for update, career change, or enrichment as indicated (to some extent) by increases in part-time enrollments. That there is an active adult market is indicated by the fact that in 1978 31 percent of adults claimed to have taken an adult education course during the year, and 41 percent were interested in taking a course the following year.[4] If, in fact, the additional 10 percent took courses in colleges and universities, this would clearly boost enrollments. However, not all the 31 percent taking courses were taking them in colleges and universities; nor would the 41 percent if they followed through on their interest. It may be the case that most of the adults who want collegiate programs already are there. Lyman Glenny argues:

---

*Dr. Millard is Director of Postsecondary Education and Miss Berve is Associate Director of Postsecondary Education for the Education Commission of the States.

> Adults entering college will not make up for the loss in the eighteen to twenty-four-year-old group. The small percentage of adults in college out of the total taking courses in postsecondary education seems very unlikely to increase, while more education and training opportunities will open up in other postsecondary schools and in business, industry and government.[5]

As a result of the projected decline in enrollments and the changing student clientele, states and institutions are progressively becoming concerned with planning for decreases, changes in institutional missions, management of decline, and even with how to deal with mergers and closures both of independent and public institutions, and provision for adequate preservation of records of closed institutions.

Fiscal Constraints

In addition to the enrollment picture, postsecondary education is in a period of fiscal constraints within the states. In the spring of 1978, the voters in California approved Proposition 13 limiting property taxes in the state. Subsequently, similar amendments were passed in Idaho (which did not have the surplus of California) and a considerably less stringent version in Michigan. While tax limitation legislation did not sweep the country as expected and in fact was defeated in some states, the concern with tax relief and limitations on spending is widespread and is likely to continue. A number of states—including Arizona and Colorado—have enacted expenditure limitations and tax relief measures. While state appropriations for higher education over the two-year period from 1978 to 1980 increased 24 percent, much of this was eaten up by inflation and increased energy costs. State priorities for energy development, conservation, and health issues tend to take precedence over higher education. To the extent that states have followed the president's anti-inflation guidelines, salary increases fall below inflation and thus represent actual decreases in spending power. In some states, salary increases did not even meet the president's guidelines. To complicate matters further, the state proportion of support for public institutions, and to some extent for private institutions, has increased over the past 10 years as the federal portion has decreased, thus placing an increasing burden on tight state spending.

Unlike the situation in elementary/secondary education, where enrollments began to decrease in the early 1970s but support remained relatively constant (thus providing additional funds on a per-student basis), higher education may be faced with both a decrease in students and a decrease in funding per student. Part of the problem in some states relates to funding formulas based on average costs and full-time equivalent enrollments, which worked well during expansion but may be disastrous under conditions of enrollment contraction. A number of states are investigating changes in formula to reflect fixed, variable, and marginal costs.

Quality and Accountability

While state appropriations for higher education operating expenses exceeded $19 billion in 1979-80, the growing concern with projected enrollment declines and with expenditure limitations has heightened state concern with accountability. This concern with accountability has taken on new dimensions that relate to educational effectiveness, to attainment of educational goals, and to continuing oversight of the educational process. This emphasis on accountability reflects a number of factors: (1) concern with increased efficiency and more effective management; (2) concern about maintenance and improvement of quality in the face of increasing competition for students; (3) continued concern that public business be conducted publicly; and (4) concern about the relevance of higher education to student interests and needs, including mastery of basic skills.

States have translated these concerns of accountability into various approaches, including (1) increased regulation and oversight, particularly of new institutions (degree and nondegree granting), off-campus and out-of-state operations, and institutions with histories of marginal operations; (2) demand for more and better analyzed information; (3) performance audits; (4) evaluation as part of the budget cycle; (5) review of new and existing programs, including elimination of duplicative and marginal programs; (6) general institutional and even board or agency evaluations; and, in a few instances, imposition of "sunset" conditions on state higher education agencies and particular programs.

Some states have begun development of what might be described as an effective accountability system within higher education. Maryland and New Jersey have tended to pioneer in this area. Such a system involves at least four steps. The first is development of and agreement on the goals or objectives for which higher education should be responsible in the state. The second involves determining who is responsible for achieving them—including determining the relation of goals to institutional role and scope. The third step involves agreement on use of a process of evaluation by institutions which will demonstrate progress toward achievement of objectives. Finally, there is the process of reporting to the public, the governor, and the legislature on the results of the evaluation. This is closely related to quality evaluation of institutions in the accrediting process. Accreditation, in fact, may be utilized in some instances as part of the process. This is currently the case in Maryland where an agreement has been worked out between the Middle States Association and the Maryland Board of Higher Education for joint institutional evaluations.

Specific state concerns with quality and quality improvement under conditions of possible retrenchment are illustrated by doctoral program review with recommendations for eliminating or strengthening programs by Kansas, Louisiana, New Jersey, New York, Washington, and Wisconsin, for example. This review now is being extended to the master's programs in New Jersey and Louisiana. Plans are under way to extend these programs to undergraduate education and specialized areas of education. A second approach is by special incentives to improve quality through the budgetary process as is being done in Tennessee or by provision of special or earmarked funds as in Florida. Institutions and state systems concerned about the inability of many college students to handle basic skills such as the English language and mathematics have in some instances (e.g., Georgia) led to introduction of competency examinations as a condition of advancement to senior-level courses or (e.g., New Jersey) as diagnostic tools for placing students in developmental programs.

Private Higher Education

Private higher education institutions have continued to hold their own in the most recent years. While overall enrollments dropped off in 1976 and again in 1978, each year private institutions have gained slightly in enrollment (1.6 percent in 1976; 4 percent in 1977; 1.6 percent in 1978; and 0.9 percent in 1979). Only in 1979 did the growth in public institutions exceed that in private institutions. Whatever appears to be their present strength, public concern about the future of private institutions has tended to increase. Major discussions are under way at federal and state levels about how a viable private sector can be maintained under conditions of retrenchment. To date, very little has resulted from discussions at the federal level. However, increased aid to middle-income students under the Middle Income Student Assistance Act of 1978 and maintaining the half-cost provision in the Basic Education Opportunity Grant Program have tended to help needy students in private institutions more directly than students in the public sector. Of particular concern in the fall of 1979 was the means of identifying institutions in trouble, of aiding those which can and should be saved, and of providing for orderly closing out and recordkeeping for institutions that cannot or should not continue. However, few, if any, concrete programs in these areas have been developed.

At the state level, only Arizona, Nevada, and Wyoming—states with minimal or no private nonprofit institutions—do not make some form of direct or indirect aid available to private institutions. Seventeen states award direct grants to some or all in-state private institutions. Sixteen states provide tuition aid or tuition equalization grants restricted to students in private institutions. Forty-six states and the District of Columbia provide grant funds to students at public or private institutions (Utah has a loan program only). Of the funds available for need-based programs open to students at public and private institutions, 58 percent went to students at private institutions. In addition, states make funds available to private institutions through contracts for services; special scholarship programs in medicine, dentistry, and veterinary medicine; special programs for disadvantaged minorities; and a series of unique programs that vary from providing special professorships to shared library programs and utilization of state purchasing offices. Each of the above approaches has been increased within the last two years.[6] The states, thus, are making a considerably greater effort than the federal government in meeting the needs of private institutions.

Student Aid

In 1979-80, all states, the District of Columbia, American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, the Trust Territories, and the Virgin Islands provided need-based grants to students amounting to $852,295,000.[7] Under the need-based programs, 1,262,361 awards were made. When these are added to other special scholarship and grant programs, the total is in excess of $1 billion, an increase of 8 percent over 1978-79. The additional programs include tuition equalization grants for students in private institutions, merit grants, and special grants for particular populations. Among the developing trends, the following should be noted: (1) a few states have added non-need-based scholarships to recognize educational excellence; (2) 16 states combine merit and need by requiring some specific measure of academic potential as a condition of original eligibility; (3) 27 states make their grants available to students who attend proprietary institutions; and (4) 17 states now make grants available (pro rata) to students attending half time.[8]

At the federal level, in the light of concern about what appears to be the cost squeeze of higher education for middle-income students and families, Congress in 1977-78 debated a tax credit approach to middle-income family relief versus extending student aid (as proposed by the administration) to middle-income students. The debate was resolved temporarily by passage in October of the Middle Income Student Assistance Act of 1978. The act extends Basic Educational Opportunity Grants to college students from families earning up to $25,000 per year and makes guaranteed loans with federally subsidized interest payments available to all students regardless of income. This bill had the immediate effect of increasing Basic Education Opportunity Grant appropriations by close to $467 million; Supplemental Opportunity Grants by $70 million; College Work-Study by $115 million; and State Student Incentive Grants by $13 million. Authorizations were considerably above appropriations.

Federal Legislative Perspective

The major piece of federal legislation in 1979 affecting education at all levels, including postsecondary education, was the Department of Education Authorization Act. The act established education as the 13th cabinet department. While the new department was not greeted with enthusiasm by all segments of the postsecondary education community, the legislation provides for an assistant secretary for postsecondary education and recognizes and reinforces the primary state role in education. In its findings it declares that "in our federal system, the primary responsibility for education is reserved respectively to the states and the local school systems and other instrumentalities of the states" (Section 102[4]). One of the primary purposes of the department is "to supplement and complement the efforts of the states, the local school systems and other instrumentalities of the states, the private sector, public and private educational institutions, community-based organizations, parents, and students to improve the quality of education" (Section 102[2]).

The undersecretary of the department is specifically charged with responsibility for intergovernmental relations, including ensuring that the department carries out its functions in such a manner as to supplement and complement state policies, procedures, and programs, and that appropriate officials of the department consult with responsible state officials. The act also provides for an intergovernmental advisory council with six elected state officials, five representatives of elementary/secondary education, five representatives of postsecondary education, and four public members including parents and students. How the department develops is yet to be determined, but the legislation for the first time assures both state and institutional input in postsecondary education.

The key legislation for postsecondary education in 1980 will be reauthorization of the Higher Education Act of 1965. The House version of reauthorization has been passed and does provide for more effective coordination of state planning activities currently under separate categorical programs and greater flexibility for states in administration of programs through an individualized state agreement to replace the 1202 provisions. It specifically prohibits the federal government from mandating state structures in postsecondary education. Whether the Senate bill and the final act will reflect this liberalization of the state/federal postsecondary interface is yet to be determined.

Planning, Coordination, and Governance

Planning has become more difficult and at the same time more essential. Planning agenda involve contingency planning for decreasing enrollments, budget request formula revisions, enhancement of quality in a period of retrenchment, more extended program review and consolidation, and developing effective accountability systems. The difficult question is whether boards established in many cases to deal with expansion are prepared to deal with problems of retrenchment without modification of functions.

Major studies by executive or legislative commissions or mandated by the legislature and carried out by consultants to study coordination and governance structures are under way or have been carried out in a number of states, including Florida, Massachusetts, Mississippi, and West Virginia. Fourteen states reported changes in coordination and governance in 1979 and 14 states so reported in 1978. While no major changes from a coordinating to a governing board status or vice versa have taken place within the last two years, a number of existing boards have been strengthened. Although there may be exceptions, such trends are likely to continue.

Campus Developments

Student Enrollments

Trends in fall enrollment in colleges and universities have proven to be somewhat inconsistent from 1975 to 1979. In 1975, the largest increase since 1965 occurred (10.4 percent), followed by the first decline since 1951 in the fall of 1976 (-1.5 percent). In the fall of 1977, enrollments increased by 2.6 percent, followed by another decrease in the fall of 1978 of -0.2 percent. According to preliminary estimates from the National Center for Education Statistics (NCES), an increase of 2.4 percent is reported for the fall of 1979.

A major factor in the 1979 increase is in two-year colleges, which had a much larger increase than universities and other four-year colleges. Other factors included a tight labor market and increased student financial aid.

For the first time in history, NCES is reporting that more women than men will be enrolled in colleges and universities in the fall of 1979. In 1978, enrollment of women increased 2.2 percent, as compared with a decrease of 2.5 percent for men. In 1978, first-time freshman total enrollment decreased 0.4 percent, the result of a 1.4 percent decline in freshman males partly counterbalanced by a 0.6 percent increase for women.[9] A dramatic change in women enrolling in graduate schools was indicated in a Bureau of the Census study conducted in 1979 which showed that between 1970 and 1978, the number of women in graduate schools rose 104 percent to a total of 745,000, while the number of men in graduate programs rose 21 percent to a total of 935,000.[10]

Degrees

Since 1975-76, when the number of bachelor and advanced degrees conferred by colleges and universities decreased for the first time, there has been little change in percentages. The rate of decrease has slowed, from -3 percent in 1974-76 (1,271,581 total degrees) to -0.5 percent in 1976-78 (1,264,955 total). In 1976-77, decreases were reflected in bachelor degrees (-0.7 percent) and doctorates (-2.4 percent), with a slight increase in the number of master's degrees conferred (+1.7 percent). In 1977-78 this was reversed, with an increase in bachelor degrees (+0.2 percent) and decreases in master's and doctorates (-1.7 percent and -3.3 percent, respectively). In 1976-78, the largest decrease (-5.7 percent) was in doctorates awarded.

Because comparable data is available on college degree recipients since 1965, it is possible not only to describe recent trends in degrees granted but also to project these trends into the 1980s. While the 1960s marked a period of unprecedented growth in degrees awarded at all levels, the 1970s saw a leveling off in the number of bachelor degrees awarded and a decline in the number of master's and doctorates. This trend is likely to continue or accelerate in the 1980s.

Projecting the number of degrees is more difficult and will have to take into account several factors for the 1980s. The increased number of older adults entering college has complicated degree data by including more part-time and nondegree credit participants in the enrollment totals. Other complications include greater flexibility of programs and time allowed to complete programs and elimination of the distinction between degree credit and nondegree credit students.[11]

Faculty

The number of regular full-time and part-time resident instructional staff in institutions of higher education was estimated at 793,000 for the fall of 1976, with a projected total of 820,000 in 1978-79, an increase of 3.4 percent. There were 389,033 full-time instructional salaried faculty for the academic year ending in 1978. Private institutions, with only 22 percent of enrollment, employed 27 percent of the faculty.

The percentage of women among full-time instructional faculty, after a slow growth from 20.6 percent in 1972-73 to 25.3 percent in 1976-77, has remained virtually constant the past two years. In 1978-79, the percentage of full-time women faulty had only reached 25.4 percent. Women continued to hold a small percentage of full professorships, with little or no growth between 1972 and 1978 (from 9.4 percent to 9.5 percent). In contrast, 50.6 percent of instructors are women. In 1978, women constituted 18 percent of faculty at universities, 26 percent at four-year institutions, and 35 percent at two-year colleges. Part of this is due to disparities in the proportion of women earning graduate degrees which qualify them for positions in institutions of higher education. Even though the number of women qualified for faculty positions is increasing, projected enrollment declines and the effect of tenure are expected to slow the growth of their representation on faculty.[12]

According to preliminary data from NCES, increases in faculty salaries for the academic year 1978-79 failed to match the cost of living. For faculty on nine-month contracts, annual salaries averaged $19,266 in the fall of 1978, an increase of 6.2 percent over the average 1977-78 salary. In contrast, the consumer price index rose 9 percent in 1978-79.

Salary increases for women faculty members were lower than for men, with women given an average increase of 5.6 percent in 1978-79 compared to average raises of 6.4 percent for men. The NCES report indicated that average salaries for women remain consistently below those for men at all faculty ranks in all types of institutions. The NCES data also exhibited that about 65 percent of all faculty members had tenure, an increase of 0.8 percent over 1977-78. More than two thirds of male faculty had tenure in 1978-79, compared to less than one half of the women faculty members.[13]

Student Costs

The average total cost (tuition and fees, room and board, and other expenses) of attending an institution of higher education in the country rose 9 percent from the fall of 1978 to the fall of 1979. Average student costs in 1979-80 ranged from a high of $5,733 for resident students at four-year private colleges to a low of $2,506 for commuters attending public community or junior colleges.

Although under voluntary wage and price guidelines announced by the president in early 1979 which stated that prices, including tuition, should increase no more than 9.5 percent, private four-year colleges charged students who live off campus 15.8 percent more than in 1978-79. Resident students at private junior colleges fared better with a 6.7 percent increase, to an average of $4,522. Private institutions increased average charges for tuition and fees more than 9 percent, public four-year colleges 6.4 percent, and public two-year colleges 3.5 percent.

Since 1971-72, average costs for resident students at public four-year institutions have risen from $1,875 per year to $3,576, while costs at private four-year institutions have gone from an average of $3,171 to $5,733. In the five-year period from 1974-75 to 1979-80, total costs at proprietary institutions have increased from an average of $3,817 to $5,280 per year for resident students.[14]

Expenditures and Income

Although colleges and universities increased their spending in academic year 1977-78, their purchasing power per student declined from 1976-77. Figures showed that current operating expenses for all institutions rose from $42.9 billion in 1976-77 to $45.9 billion in 1977-78, an increase of 7.1 percent. In the same year, current fund expenditures for public institutions increased 6.8 percent, from $29.5 billion to $31.5 billion. Private institutions increased their spending 10.2 percent, from $14.3 billion to $15.7 billion. Budgets rose at a faster rate than enrollment, but inflation erased the apparent increase in spending per student. During the same year, prices paid by educational institutions for goods and services rose 6.7 percent. Student tuition and fees accounted for 36.7 percent of the total current fund revenues of private colleges and universities, the same percentage as in the previous two academic years. Charges to students at public institutions provided 13.3 percent of total income, an increase of 0.2 percent from the previous two years.

Colleges and universities generally succeeded in holding their cost increases well below the general inflation rate in 1978-79. The cost of operating a typical college or university rose 7.8 percent in academic year 1979, compared with a general inflation rate of 9.4 percent. Higher education's lower inflation rate does not mean, however, that price increases have not had a serious impact on campus budgets. For example, prices of goods and services have more than doubled in 11 years for colleges and universities, and rapidly rising energy costs have caused the campus utility figures to double in five years.

Total current fund revenues for all institutions of higher education increased from $43.7 billion to $47.1 billion in 1977-78. Income from student tuition and fees accounted for 21.1 percent of the total. In the two-year period from 1978 to 1980, all but nine states appropriated enough funds to enable their colleges to keep pace with rising operating costs. State tax appropriations for operating support of colleges and universities totaled $19.1 billion for fiscal 1979-80, an increase of $3.7 billion or 24.3 percent over 1977-78. Averaged nationwide, state funds have increased 207.3 percent in the 10-year period 1969-70 to 1979-80.[15]

Voluntary Support

Voluntary support of colleges and universities grew much more rapidly than the rate of inflation in recent years. The Council for Financial Aid to Education estimates that in

1977-78 donations to higher education increased 13.9 percent. This increase followed increases of 11.6 percent in 1975-76 and 10.8 percent in 1976-77. For the three years combined, the estimated level of voluntary support rose 40.7 percent, nearly twice the rate of inflation. Total gifts to colleges and universities in 1977-78 were estimated at $3.04 billion, an increase of $370 million from 1976-77. Again, all categories of donors increased their support, with the largest increase (18.6 percent) coming from nonalumni gifts. Foundations showed a slower rate of growth of gift support than others, probably reflecting a decline in the establishment of new foundations and a reduced financial capacity in older foundations.

Private four-year colleges and universities continued to receive the major portion of voluntary support, about three fourths of the total. In 1977-78, the increase for private institutions was 13.1 percent and for public institutions 13.7 percent.

The 10 institutions receiving the most voluntary support in 1977-78 follow (numbers in parentheses indicate top 10 rank in 1975-76).[16]

1.	(2)	University of California	$66,968,571
2.	(1)	Harvard University	63,559,066
3.	(3)	Stanford University	54,441,308
4.	(7)	Columbia University	49,099,826
5.	(4)	Yale University	45,149,560
6.	(8)	University of Minnesota	34,550,935
7.	(-)	Massachusetts Institute of Technology	34,468,700
8.	(-)	Cornell University	33,527,187
9.	(-)	University of Southern California	33,185,187
10.	(6)	University of Pennsylvania	32,916,443

The three institutions that dropped from the top 10 since 1975-76 were the University of Rochester, Case-Western Reserve University, and the University of Chicago.

Federal Expenditures

In fiscal 1977, federal outlays for higher education were $9,040,000, a decrease of 8.7 percent over fiscal 1976. Increases were estimated for fiscal 1978 (1.6 percent to $9,181,000) and again in fiscal 1979 (4.9 percent to $9,629,000). Approximately 45 percent of these outlays are for direct educational purposes, while the remaining are for other basic federal purposes related to education such as veterans adjustment, military service academies, and reserve officer training programs. Funds for research and development carried out in colleges and universities and for adult and continuing education are not included.

The major portion of the federal postsecondary education funds goes into student support. In 1972, $933 million of U.S. Office of Education postsecondary education funds went to student support programs, 43 percent of its total postsecondary education budget. In 1979, the Office of Education student aid (grant) programs reached $3.9 billion, more than four times the 1972 level. This does not include the $4 billion in support of student loans. The loans and grants together constitute 82 percent of Office of Education postsecondary education funding.[17]

Footnotes

1. *Projections of Education Statistics* (Washington, D.C.: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, 1978), p. 37.

2. *High School Graduates: Projections for the Fifty States* (Boulder, Colo.: Western Interstate Com-

mission for Higher Education, 1979), pp. 6, 8, 10, and 12.

3. *The Condition of Education*, 1979 edition (Washington, D.C.: National Center for Education Statistics, 1979), p. 198.

4. Ibid., p. 104.

5. "A Bleak Prospect for Colleges and Universities," *At the Center*, Center for the Study of Democratic Institutions/Fund for the Republic, Inc., July/August 1979, p. 9.

6. *Higher Education in the States*, vol. 7, no. 3 (Denver, Colo.: Education Commission of the States, 1979).

7. Joseph D. Boyd, *11th Annual Survey, 1979-80 Academic Year, National Association of State Scholarship and Grant Programs* (Deerfield, Ill.: Illinois State Scholarship Commission, 1979), p. 69.

8. Ibid., pp. 19, 30, and 31.

9. Andrew J. Pepin, *1978 Opening Fall Enrollment in Higher Education—Final Count* (Washington, D.C.: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, July 1979); *Fall Enrollment in Colleges and Universities, 1979—Preliminary Estimates* (Washington, D.C.: National Center for Education Statistics, October 1979).

10. *The Chronicle of Higher Education* (November 26, 1979), p. 9.

11. *The Condition of Education*, 1979 edition, and National Center for Education Statistics unpublished data.

12. *The Condition of Education*, 1979 edition.

13. *The Chronicle of Higher Education* (March 12, 1979), p. 12.

14. *The Chronicle of Higher Education* (May 29, 1979), pp. 6-7.

15. *The Chronicle of Higher Education* (April 2, 1979), p. 11; (September 24, 1979), p. 9; and (October 9, 1979), pp. 1 and 6.

16. *The Chronicle of Higher Education* (May 21, 1979), p. 3.

17. Executive Office of the President, Office of Management and Budget, *Special Analyses, Budget of the United States Government, Fiscal Year 1979* (Washington, D.C.: U.S. Government Printing Office, 1979), pp. 218-21); *The Chronicle of Higher Education* (October 22, 1979), p. 9.

TOTAL ENROLLMENTS IN HIGHER EDUCATION: 1978*

(Including degree credit and nondegree credit students)

State or other jurisdiction	Total enrollment		Public institutions		Private institutions	
	Number of students, 1978	Percentage change, 1976-78	Number of students, 1978	Percentage change, 1976-78	Number of students, 1978	Percentage change, 1976-78
United States	11,391,950	3.4	8,843,201	2.2	2,548,749	8.1
Alabama	161,579	3.5	140,663	2.9	20,916	7.1
Alaska	26,351	42.4	25,858	43.5	493	-2.1
Arizona	176,612	1.1	171,558	1.0	5,054	4.2
Arkansas	72,318	7.2	62,109	7.1	10,209	8.1
California	1,650,155	-4.5	1,467,569	-5.5	182,586	4.6
Colorado	152,359	1.9	137,730	1.4	14,629	7.3
Connecticut	152,431	5.0	93,278	4.5	59,153	5.9
Delaware	30,918	-0.8	26,439	0.2	4,479	-6.7
Florida	377,100	9.1	311,071	9.4	66,029	7.6
Georgia	174,867	3.1	138,594	0.1	36,273	16.3
Hawaii	47,535	0.9	43,511	-0.5	4,024	19.6
Idaho	39,255	2.1	30,715	-0.1	8,540	11.2
Illinois	611,412	0.4	465,030	-0.2	146,382	2.3
Indiana	222,791	1.2	168,473	1.5	54,318	0.2
Iowa	129,181	6.8	88,683	5.4	40,498	10.0
Kansas	127,323	4.2	113,624	4.7	13,699	0.8
Kentucky	132,706	3.0	107,894	1.0	24,812	12.4
Louisiana	152,207	-1.4	130,074	-1.9	22,133	1.6
Maine	41,460	5.0	30,141	3.1	11,319	10.3
Maryland	214,734	2.5	186,562	3.2	28,172	-2.2
Massachusetts	384,500	6.5	168,908	2.9	215,592	9.6
Michigan	485,292	3.4	422,677	3.1	62,615	10.6
Minnesota	189,087	1.6	149,013	0.9	40,074	4.4
Mississippi	97,569	-0.1	86,546	-0.6	11,023	3.3
Missouri	221,281	-0.3	152,220	-1.8	69,061	3.2
Montana	31,103	4.7	27,737	4.0	3,366	10.4
Nebraska	81,691	5.8	67,052	5.7	14,639	6.5
Nevada	33,539	11.8	33,290	11.7	249	34.6
New Hampshire	41,549	5.5	23,099	0.6	18,450	12.5
New Jersey	308,304	6.1	236,538	7.4	71,766	2.1
New Mexico	55,717	2.4	51,963	3.6	3,754	-12.1
New York	955,547	1.8	541,733	0.01	413,814	4.2
North Carolina	262,757	5.7	205,174	4.8	57,583	9.3
North Dakota	32,325	7.1	30,195	7.0	2,130	8.0
Ohio	450,633	1.3	350,675	1.4	99,958	0.7
Oklahoma	149,397	2.9	128,345	3.6	21,052	-1.5
Oregon	146,349	0.2	129,747	-0.4	16,602	5.3
Pennsylvania	472,577	-0.2	280,528	-2.5	192,049	3.3
Rhode Island	63,553	6.6	33,289	7.2	30,264	6.0
South Carolina	130,076	7.0	102,128	6.4	27,948	9.2
South Dakota	30,931	2.5	22,630	4.2	8,301	-2.0
Tennessee	194,667	7.3	148,578	6.2	46,089	11.1
Texas	656,004	5.6	576,843	6.3	79,161	1.0
Utah	88,989	3.9	55,215	1.4	33,774	8.2
Vermont	29,577	0.8	17,545	0.5	12,032	1.2
Virginia	258,368	5.8	226,092	5.4	32,276	8.1
Washington	275,299	10.8	249,358	10.2	25,941	7.0
West Virginia	79,007	-1.4	68,376	[illegible]	10,631	-1.1
Wisconsin	241,384	3.7	209,243	[illegible]	32,141	7.0
Wyoming	19,933	3.9	19,933	3.9	...	...
Dist. of Col.	81,807	1.8	13,661	1.7	68,146	2.6
U.S. Service Schools	17,986	2.8	17,986	2.8	...	...
Outlying areas(a)	131,858	20.6	57,308	-3.1	74,550	48.7

---

*Sources: Andrew J. Pepin, *1976 Opening Fall Enrollment in Higher Education—Final Count*, and *1978 Opening Fall Enrollment in Higher Education—Final Count* (Washington, D.C.: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, August 1977 and July 1979).

(a) Includes American Samoa, Canal Zone, Guam, Puerto Rico, Trust Territory of the Pacific Islands, and Virgin Islands.

APPROPRIATIONS OF STATE TAX FUNDS FOR OPERATING EXPENSES OF HIGHER EDUCATION, WITH DOLLAR GAINS AND PERCENTAGE GAINS OVER MOST RECENT TWO YEARS AND OVER 10 YEARS*

(In thousands of dollars)

	Fiscal Year			*1978-80*		*1970-80*	
State	*1969-70*	*1977-78*	*1979-80*	*Two-yr. gain*	*Percent*	*Ten-yr. gain*	*Percent*
Alabama	$ 72,519	$ 310,974	$ 377,135	$ 66,161	21.3	$ 304,616	420.1
Alaska	11,876	64,013	72,492	8,479	13.3	60,616	510.4
Arizona	65,611	207,961	232,707	24,746	11.9	167,096	254.7
Arkansas	47,630	126,155	169,664	43,509	34.5	122,034	256.2
California	749,162	1,961,525	2,814,321	852,796	43.5	2,065,159	275.7
Colorado	87,094	220,907	246,866	25,959	11.8	159,772	183.5
Connecticut	80,270	190,757	212,075	21,318	11.2	131,805	164.2
Delaware	16,933	44,190	53,273	9,083	20.6	36,340	214.6
Florida	198,438	489,609	610,094	120,485	24.6	411,656	207.5
Georgia	124,207	302,907	385,132	82,225	27.2	260,925	210.1
Hawaii	41,782	109,642	119,073	9,431	8.6	77,291	185.0
Idaho	29,862	75,279	83,608	8,329	11.1	53,746	180.0
Illinois	405,077	740,190	876,951	136,761	18.5	471,874	116.5
Indiana	154,313	352,406	411,198	58,792	16.7	256,885	166.5
Iowa	101,597	245,552	303,631	58,079	23.7	202,034	198.9
Kansas	79,721	188,869	238,839	49,970	26.5	159,118	199.6
Kentucky	95,478	227,090	299,918	72,828	32.1	204,440	214.1
Louisiana	99,352	242,469	330,008	87,539	36.1	230,656	232.2
Maine	25,984	45,911	57,265	11,354	24.8	31,281	120.4
Maryland	92,132	271,938	323,732	51,794	19.1	231,600	251.4
Massachusetts	85,278	251,742	314,929	63,187	25.1	229,651	269.3
Michigan	305,411	660,404	808,320	147,916	22.4	502,909	164.7
Minnesota	128,278	380,995	460,783	79,788	21.0	332,505	259.2
Mississippi	47,804	186,579	233,738	47,159	25.3	185,934	389.0
Missouri	127,497	259,359	312,941	53,582	20.7	185,444	145.5
Montana	26,715	52,251	60,494	8,243	15.8	33,779	126.5
Nebraska	48,386	131,199	150,940	19,741	15.1	102,554	212.0
Nevada	14,778	45,457	56,896	11,439	25.2	42,118	285.0
New Hampshire	10,685	27,519	29,806	2,287	8.3	19,121	179.0
New Jersey	126,250	340,645	400,366	59,721	17.5	274,116	217.1
New Mexico	36,126	95,756	125,731	29,975	31.3	89,605	248.0
New York	625,341	1,298,754	1,543,416	244,662	18.8	918,075	146.8
North Carolina	175,931	460,932	580,189	119,257	25.9	404,258	229.8
North Dakota	23,249	61,240	75,660	14,420	23.6	52,411	225.4
Ohio	239,891	551,174	669,197	118,023	21.4	429,306	179.0
Oklahoma	59,552	173,261	228,827	55,566	32.1	169,275	284.3
Oregon	87,683	198,234	249,556	51,322	25.9	161,873	184.6
Pennsylvania	317,305	668,172	738,686	70,514	10.6	421,381	132.8
Rhode Island	28,935	59,743	71,412	11,669	19.5	42,477	146.8
South Carolina	70,342	227,148	299,206	72,058	31.7	228,864	325.4
South Dakota	18,227	41,093	49,872	8,779	21.4	31,645	173.6
Tennessee	87,137	244,646	318,173	73,527	30.1	231,036	265.2
Texas	340,046	1,050,400	1,315,526	265,126	25.2	975,480	286.9
Utah	40,000	117,146	145,384	28,238	24.1	105,384	263.5
Vermont	13,532	22,983	27,062	4,079	17.8	13,530	100.0
Virginia	117,578	366,586	444,054	77,468	21.1	326,476	277.7
Washington	190,903	380,250	467,717	87,467	23.0	276,814	145.0
West Virginia	55,005	136,191	158,684	22,493	16.5	103,679	188.5
Wisconsin	165,851	399,410	468,618	69,208	17.3	302,767	182.6
Wyoming	14,672	42,883	51,664	8,781	20.5	36,992	252.1
Total	6,207,416	15,350,386	19,075,829	3,725,443		12,868,413	
Weighted Average					24.3		207.3

Source: M. M. Chambers, *Appropriations of State Tax Funds for Operating Expenses of Higher Education, 1979-1980* (Washington, D.C.: National Association of State Universities and Land-Grant Colleges, December 1979).

PROGRAMS OF STUDENT FINANCIAL AID, BASED UPON NEED, FOR STATE RESIDENTS TO ATTEND EITHER PUBLIC OR NONPUBLIC COLLEGES OR UNIVERSITIES: 1976-78*

State or other jurisdiction	Number of monetary awards		Two-year percentage change 1976-1978	Payout dollars (thousands)		Two-year percentage change 1976-1978	Average award amount	
	1976	1978		1976	1978		1976	1978
Total	1,104,311	1,217,750	10.3	$651,404	$789,218	21.2	$ 590	$ 648
Alabama	2,641	5,628	113.1	470	1,937	312.1	178	344
Alaska	189	95	-49.7	72	150	108.3	381	1,579
Arizona	1,215	2,257	85.8	769	1,596	107.6	633	707
Arkansas	1,416	3,200	126.0	246	747	203.7	174	233
California	53,246	61,074	14.7	68,388	78,694	15.1	1,284	1,289
Colorado	12,500	14,400	15.2	8,521	9,390	10.2	682	652
Connecticut	8,484	10,267	21.0	5,761	7,604	32.0	679	741
Delaware	555	816	47.0	599	502	16.2	1,079	615
Florida	7,412	11,071	49.4	6,922	9,186	32.7	934	830
Georgia	6,144	11,000	79.0	1,781	3,175	78.3	290	289
Hawaii	400	4,800	1,100.0	186	496	166.7	465	167
Idaho	558	790	41.6	255	409	60.4	457	518
Illinois	92,766	91,145	1.8	69,721	79,625	14.2	752	874
Indiana	25,538	27,520	7.8	18,209	21,100	15.9	713	767
Iowa	10,127	12,800	26.4	10,162	13,541	33.3	1,003	1,058
Kansas	4,798	5,370	11.9	3,965	4,415	11.4	826	822
Kentucky	8,172	11,118	36.1	2,444	4,193	71.6	299	377
Louisiana	1,442	1,679	16.4	558	641	14.9	387	382
Maine	1,453	1,740	19.8	487	1,091	124.0	335	627
Maryland	3,205	12,078(a)	276.9	1,729	4,938(a)	185.6	539	409
Massachusetts	22,450	26,311	17.2	13,470	15,465	14.8	600	588
Michigan	28,477	31,139	9.4	24,928	28,816	15.6	875	925
Minnesota	20,722	30,356	46.5	16,713	22,156	32.6	807	730
Mississippi	1,423	1,923	35.1	711	1,064	49.7	500	553
Missouri	10,240	18,367	79.4	4,207	6,465	53.7	411	352
Montana	656	1,200	82.9	76	351	362.0	116	293
Nebraska	2,150	1,700	-20.9	285	856	200.4	133	504
Nevada	(b)	326	...	(b)	172	...	(b)	528
New Hampshire	632	1,000	58.2	269	450	67.3	506	450
New Jersey	51,261	72,588	41.6	25,697	36,448	41.8	501	502
New Mexico	200	1,222	511.0	200	533	166.5	1,000	436
New York	432,000	423,000	2.1	210,800	252,900	20.0	488	598
North Carolina	3,055	5,181	69.6	1,571	2,734	74.0	514	528
North Dakota	854	1,011	18.4	279	327	17.2	327	323
Ohio	54,485	55,476	1.8	25,000	25,925	3.7	459	467
Oklahoma	6,462	7,872	21.8	1,256	1,846	47.0	194	235
Oregon	6,903	13,938	101.9	2,879	6,366	121.1	417	457
Pennsylvania	119,833	114,938	4.1	65,050	71,791	10.4	543	625
Rhode Island	2,915	3,777	29.6	2,388	3,305	38.4	819	875
South Carolina	7,516	8,335	10.9	7,716	9,839	27.5	1,027	1,180
South Dakota	1,214	1,400	15.3	243	265	9.1	200	189
Tennessee	2,309	6,124	165.2	1,447	3,668	153.5	627	599
Texas	26,495	25,439	4.0	12,459	10,948	-12.1	470	430
Utah	1,094	4,138	278.3	670	1,858	177.3	612	449
Vermont	5,216	5,600	7.4	2,568	3,855	50.1	492	688
Virginia	7,085	8,333	17.6	1,738	3,369	93.9	245	404
Washington	7,650	9,188	20.1	2,975	4,046	36.0	389	440
West Virginia	4,567	5,126	12.2	2,310	2,906	25.8	506	567
Wisconsin	30,072	39,292	30.7	19,281	22,815	18.3	641	581
Wyoming	85	430	405.9	28	195	596.4	329	453
Dist. of Col.	690	650	5.8	689	928	34.7	999	1,428
American Samoa	100	177	77.0	250	297	18.8	2,500	1,678
Guam	70	56	20.0	313	231	26.2	4,471	4,125
Northern Marianas (b)	(b)	350	...	(b)	496	...	(b)	1,417
Puerto Rico	2,200	1,600	27.3	720	1,160	61.1	327	725
TTPI	718	1,000	39.3	560	505	9.8	780	505
Virgin Islands	351	339	3.4	413	437	5.8	1,177	1,289

---

*Comprehensive undergraduate state competitive and noncompetitive programs. All figures include both state and federal State Student Incentive Grant Program funds. *Source*: Joseph D. Boyd, *9th Annual Survey, 1977-78 Academic Year, National Association of State Scholarship Programs* (Deerfield, Ill.: Illinois State Scholarship Commission, 1977), *11th Annual Survey, 1979-80 Academic Year, National Association of State Scholarship Programs* (Deerfield, Ill.: Illinois State Scholarship Commission, 1979).

(a) Includes senatorial scholarships (7,278 total) not reported in 1976.

(b) No program in operation in 1976-77.

FEDERAL FUNDS FOR HIGHER EDUCATION DISTRIBUTED THROUGH STATE AGENCIES: 1976-79*

State or other jurisdiction	*1976*	*1977*	*1978*	*1979*	*4-year total*
Total	$62,529,056	$80,306,219	$84,879,877	$97,281,939	$324,997,091
Alabama	986,929	1,258,158	1,251,908	1,444,315	4,941,310
Alaska	179,004	187,561	269,596	319,595	955,756
Arizon	913,991	1,169,998	1,218,733	1,435,550	4,738,272
Arkansas	449,235	575,597	640,906	738,712	2,404,450
California	8,492,272	11,446,441	11,886,815	13,627,231	45,452,759
Colorado	873,785	1,076,539	1,121,051	1,306,039	4,377,414
Connecticut	891,450	1,063,090	1,126,253	1,286,401	4,367,194
Delaware	291,831	300,993	376,167	410,261	1,379,252
Florida	1,843,635	2,382,648	2,101,439	2,941,370	9,269,092
Georgia	1,138,962	1,470,467	1,524,104	1,696,453	5,829,986
Hawaii	338,254	394,150	465,021	526,741	1,724,166
Idaho	302,943	350,042	374,727	465,685	1,493,397
Illinois	2,961,219	3,812,818	4,052,164	4,808,879	15,635,980
Indiana	1,349,253	1,585,947	1,682,697	1,937,137	6,555,034
Iowa	758,084	922,573	968,685	1,113,090	3,762,432
Kansas	735,441	914,169	925,685	1,135,575	3,710,870
Kentucky	814,252	1,031,775	1,088,118	1,278,124	4,212,269
Louisiana	949,639	1,174,828	1,224,170	1,409,770	4,758,407
Maine	325,226	387,029	744,274	505,652	1,962,181
Maryland	1,102,560	1,402,968	1,482,776	1,728,054	5,716,358
Massachusetts	2,040,256	2,603,548	2,673,024	2,936,216	10,253,044
Michigan	2,551,896	3,254,124	3,461,051	3,796,394	13,063,465
Minnesota	1,186,418	1,502,447	1,537,730	1,787,902	6,014,497
Mississippi	606,310	789,324	834,440	945,616	3,175,690
Missouri	1,220,524	1,605,191	1,632,319	1,904,570	6,362,604
Montana	278,329	315,465	387,328	422,906	1,404,028
Nebraska	511,769	603,903	667,793	780,113	2,563,578
Nevada	252,048	328,387	362,082	405,415	1,347,932
New Hampshire	308,131	367,592	435,627	362,774	1,474,124
New Jersey	1,652,797	2,081,076	2,256,742	2,500,583	8,491,198
New Mexico	278,342	460,721	526,982	612,946	1,878,991
New York	5,179,061	7,290,028	7,689,062	8,411,067	28,569,218
North Carolina	1,408,197	1,783,741	1,785,561	2,013,292	6,990,791
North Dakota	268,711	298,971	371,628	414,732	1,354,042
Ohio	2,430,607	3,028,782	3,251,988	3,734,897	12,446,274
Oklahoma	883,402	1,185,213	1,234,013	1,434,379	4,737,007
Oregon	848,114	1,021,185	1,066,511	1,249,188	4,184,998
Pennsylvania	2,691,471	3,359,055	3,604,571	4,103,457	13,758,554
Rhode Island	419,835	506,833	569,708	618,836	2,115,212
South Carolina	760,246	1,033,891	1,075,980	1,176,626	4,046,743
South Dakota	266,464	311,762	383,228	425,050	1,386,504
Tennessee	1,084,373	1,347,518	1,407,072	1,606,219	5,445,182
Texas	3,163,756	4,154,875	4,363,337	5,008,867	16,690,835
Utah	545,207	652,268	697,459	793,527	2,688,461
Vermont	253,373	285,212	354,780	394,620	1,287,985
Virginia	1,289,868	1,664,124	1,756,731	1,996,353	6,707,076
Washington	1,221,427	1,543,396	1,589,987	1,992,841	6,347,651
West Virginia	514,491	621,967	675,814	789,828	2,602,100
Wisconsin	1,375,576	1,705,354	1,708,132	1,918,785	6,707,847
Wyoming	180,503	207,123	256,664	320,777	965,067
Dist. of Col.	520,341	610,741	677,918	759,160	2,568,160
Puerto Rico	544,927	756,099	787,299	1,009,005	3,097,330
Virgin Islands	35,358	38,667	69,065	121,732	264,822
Outlying areas(a)	58,963	79,845	202,962	418,632	760,402

---

*Obligations not funded directly to institutions or students; distributed in accordance with plans submitted and approved by a state agency. Figures prepared by the Community Service and Continuing Education Branch, Division of Training and Facilities, Bureau of Higher and Continuing Education, U.S. Office of Education.

(a) American Samoa, Guam, Northern Mariana Islands, and Trust Territory of the Pacific Islands.

NUMBER OF INSTITUTIONS OF HIGHER EDUCATION AND BRANCHES: 1978-79*

State or other jurisdiction	*All institutions*			*Publicly controlled institutions*			*Privately controlled institutions*		
	4 year	*2 year*	*Total*	*4 year*	*2 year*	*Total*	*4 year*	*2 year*	*Total*
Total	1,953	1,210	3,163	551	927	1,478	1,402	283	1,685
Alabama	30	28	58	16	20	36	14	8	22
Alaska	7	9	16	3	9	12	4	0	4
Arizona	8	15	23	3	14	17	5	1	6
Arkansas	20	14	34	10	9	19	10	5	15
California	147	115	262	31	106	137	116	9	125
Colorado	26	15	41	13	14	27	13	1	14
Connecticut	27	20	47	6	16	22	21	4	25
Delaware	4	6	10	2	4	6	2	2	4
Florida	44	33	77	9	28	37	35	5	40
Georgia	44	28	72	17	17	34	27	11	38
Hawaii	6	6	12	3	6	9	3	0	3
Idaho	6	3	9	4	2	6	2	1	3
Illinois	95	59	154	13	50	63	82	9	91
Indiana	49	17	66	13	11	24	36	6	42
Iowa	37	25	62	3	19	22	34	6	40
Kansas	27	25	52	8	21	29	19	4	23
Kentucky	29	13	42	8	1	9	21	12	33
Louisiana	25	7	32	14	6	20	11	1	12
Maine	21	6	27	7	3	10	14	3	17
Maryland	33	21	54	13	19	32	20	2	22
Massachusetts	78	41	119	15	18	33	63	23	86
Michigan	58	38	96	15	30	45	43	8	51
Minnesota	41	24	65	10	20	30	31	4	35
Mississippi	21	25	46	9	18	27	12	7	19
Missouri	64	20	84	13	15	28	51	5	56
Montana	10	3	13	6	3	9	4	0	4
Nebraska	20	11	31	7	10	17	13	1	14
Nevada	3	3	6	2	3	5	1	0	1
New Hampshire	14	10	24	3	7	10	11	3	14
New Jersey	41	22	63	14	17	31	27	5	32
New Mexico	9	10	19	6	10	16	3	0	3
New York	205	81	286	40	42	82	165	39	204
North Carolina	50	76	126	16	57	73	34	19	53
North Dakota	10	6	16	6	5	11	4	1	5
Ohio	78	55	133	14	48	62	64	7	71
Oklahoma	24	19	43	14	15	29	10	4	14
Oregon	29	14	43	8	13	21	21	1	22
Pennsylvania	130	48	178	23	38	61	107	16	117
Rhode Island	11	2	13	2	1	3	9	1	10
South Carolina	32	29	61	12	21	33	20	8	28
South Dakota	16	2	18	7	0	7	9	2	11
Tennessee	49	27	76	11	13	24	38	14	52
Texas	85	62	147	37	57	94	48	5	53
Utah	7	7	14	4	5	9	3	2	5
Vermont	18	3	21	4	2	6	14	1	15
Virginia	44	27	71	15	24	39	29	3	32
Washington	22	27	49	6	27	33	16	0	16
West Virginia	20	8	28	12	5	17	8	3	11
Wisconsin	42	20	62	13	17	30	29	3	32
Wyoming	1	7	8	1	7	8	0	0	0
Dist. of Col.	16	0	16	1	0	1	15	0	15
American Samoa	0	1	1	0	1	1	0	0	0
Guam	1	0	1	1	0	1	0	0	0
Puerto Rico	18	16	34	7	2	9	11	14	25
TTPI	0	1	1	0	1	1	0	0	0
Virgin Islands	1	0	1	1	0	1	0	0	0

**Source:* National Center for Education Statistics, *Education Directory: Colleges & Universities, 1978-79.*

MEAN SALARIES OF FULL-TIME INSTRUCTIONAL FACULTY ON 9-MONTH CONTRACTS, IN INSTITUTIONAL UNITS OF HIGHER EDUCATION: 1978-79*

	All institutional units				*All public institutional units*				*All private institutional units*			
State or other jurisdiction	*Professors*	*Associate professors*	*Assistant professors*	*Instructors*	*Professors*	*Associate professors*	*Assistant professors*	*Instructors*	*Professors*	*Associate professors*	*Assistant pro fessors*	*Instructors*
United States	$26,451	$20,028	$16,369	$13,192	$26,764	$20,539	$16,824	$13,587	$25,731	$18,720	$15,317	$12,227
Alabama	23,782	19,417	16,022	12,688	25,013	20,210	16,539	13,506	18,134	14,560	13,659	10,641
Alaska	38,470	30,441	24,200	20,147	38,470	30,441	24,206	20,147	N.A.	N.A.	N.A.	N.A.
Arizona	29,207	21,893	17,834	14,382	29,579	22,203	17,948	14,329	17,924	17,552	14,200	11,987
Arkansas	22,305	17,690	15,085	12,475	23,032	18,111	15,394	12,565	18,920	15,206	13,480	11,913
California	27,523	20,564	16,851	14,743	27,390	20,711	17,080	15,736	28,187	19,977	16,249	13,375
Colorado	25,025	19,252	16,067	13,034	25,049	19,477	16,178	13,368	24,869	18,019	15,587	11,957
Connecticut	29,231	20,702	16,907	14,108	28,938	21,273	17,668	14,874	29,538	19,860	15,943	12,969
Delaware	30,306	21,542	16,727	14,036	31,017	22,025	17,279	14,695	17,566	16,628	14,113	11,355
Florida	24,731	18,663	15,616	13,288	25,225	19,036	16,096	13,818	23,095	17,414	14,219	11,702
Georgia	24,185	18,886	15,432	12,629	25,145	19,400	15,783	12,965	21,949	17,101	14,196	11,713
Hawaii	28,969	20,756	16,592	13,320	29,153	21,040	16,874	13,722	20,233	16,140	13,989	11,342
Idaho	22,999	18,830	15,587	13,399	22,999	18,830	15,587	13,399	N.A.	N.A.	N.A.	N.A.
Illinois	27,408	20,494	17,031	14,205	27,200	20,928	17,563	14,636	27,719	19,748	16,078	13,096
Indiana	24,972	19,187	15,662	12,125	26,289	19,988	16,138	12,208	22,108	17,493	14,687	11,993
Iowa	24,402	18,724	15,630	12,864	26,888	20,501	16,628	13,184	20,923	16,592	14,435	12,379
Kansas	24,685	18,796	15,437	12,653	25,493	19,648	16,270	13,289	16,552	13,941	11,976	10,571
Kentucky	23,460	18,121	15,355	12,494	24,467	18,733	15,806	12,841	19,161	15,182	13,069	11,284
Louisiana	22,676	18,538	15,530	12,473	22,931	18,773	15,750	12,580	21,683	17,604	14,349	11,579
Maine	23,132	17,610	14,487	11,886	22,398	17,496	14,377	11,475	24,478	18,057	14,643	12,605
Maryland	26,782	20,751	17,036	13,711	26,902	21,289	17,457	13,846	26,424	17,522	14,923	12,264
Massachusetts	28,437	20,030	16,282	13,186	25,871	19,891	16,260	13,507	30,050	20,147	16,299	12,894
Michigan	27,405	20,536	16,894	13,791	28,139	20,870	17,188	14,297	22,867	18,831	15,607	12,370
Minnesota	25,634	19,603	16,267	13,464	26,642	20,424	16,917	14,158	22,774	18,171	15,324	12,651
Mississippi	22,457	18,170	15,279	12,136	23,210	18,666	15,755	12,438	16,966	13,597	12,111	10,005
Missouri	24,562	19,448	15,854	12,603	24,974	20,121	16,423	12,886	23,771	17,666	14,543	11,604
Montana	21,965	18,131	15,390	13,208	22,196	18,366	15,668	13,714	18,540	15,427	13,422	11,210
Nebraska	23,529	18,575	15,157	12,697	24,224	19,195	15,963	12,952	20,248	16,974	13,626	12,067
Nevada	27,420	21,435	17,661	16,529	27,420	21,435	17,661	16,529	...	...	...	...
New Hampshire	24,186	18,329	15,136	12,132	22,637	18,603	15,066	12,983	26,002	17,885	15,200	11,489
New Jersey	29,579	22,319	17,672	13,969	30,801	23,089	18,120	14,311	27,865	20,442	16,213	12,859
New Mexico	26,147	19,620	15,953	12,971	26,270	20,085	16,377	13,209	18,500	14,683	12,184	10,546
New York	28,555	21,737	17,354	13,433	29,019	22,565	18,173	13,719	28,045	20,503	16,341	13,058
North Carolina	24,565	18,821	15,673	12,666	26,290	19,914	16,567	13,565	19,498	16,141	13,363	11,234
North Dakota	23,050	19,247	15,664	12,629	23,173	19,310	15,888	12,991	19,327	18,099	14,716	10,717
Ohio	25,830	19,972	16,118	13,195	27,450	20,886	16,825	13,631	22,701	17,521	14,533	11,904
Oklahoma	23,063	19 405	16,459	13,326	23,517	19,639	16,839	13,529	21,442	18,692	14,949	12,256
Oregon	25,863	20,338	16,825	13,798	26,606	20,903	17,439	14,535	22,532	18,389	15,203	9,813
Pennsylvania	27,181	20,783	16,616	13,327	28,094	21,918	17,488	14,075	26,144	19,122	15,650	12,284
Rhode Island	27,466	20,279	16,566	13,239	26,854	20,347	16,872	12,576	28,045	20,095	15,972	13,723
South Carolina	24,448	18,997	15,470	12,478	26,618	20,106	16,297	13,204	18,913	15,422	12,865	10,836
South Dakota	20,456	16,849	14,567	12,362	21,072	17,299	15,059	12,861	18,201	15,410	13,370	11,154
Tennessee	24,028	18,677	15,371	12,616	25,047	19,448	15,904	13,131	21,992	16,586	13,542	11,053
Texas	25,169	19,690	16,344	13,310	25,853	20,237	16,723	13,663	23,122	17,822	14,833	11,744
Utah	26,374	20,073	16,726	13,865	26,587	20,189	16,944	13,970	17,668	15,842	12,908	12,375
Vermont	22,865	17,422	14,649	12,074	23,170	17,519	14,750	11,797	22,374	17,242	14,556	12,280
Virginia	25,192	19,220	15,712	12,586	26,270	19,785	16,034	12,849	21,750	16,819	14,069	11,346
Washington	25,393	19,231	16,164	12,956	26,335	19,837	16,864	14,718	21,005	17,520	14,610	11,970
West Virginia	22,101	17,938	15,090	12,261	22,642	18,428	15,409	12,459	18,381	15,224	13,423	11,344
Wisconsin	26,135	19,650	16,682	13,959	26,630	20,026	17,102	14,591	23,074	18,177	15,243	12,327
Wyoming	27,332	21,405	17,584	14,648	27,332	21,405	17,584	14,648	...	...	...	...
Dist. of Col.	28,667	21,597	17,589	14,618	30,539	23,906	19,609	16,374	28,131	20,673	16,851	13,766

*Source: National Center for Education Statistics, Education Division, U.S. Department of Health, Education, and Welfare.

N.A.—Not available

MEAN SALARIES OF FULL-TIME INSTRUCTIONAL FACULTY ON 12-MONTH CONTRACTS, IN INSTITUTIONAL UNITS OF HIGHER EDUCATION: 1978-79*

State or other jurisdiction	All institutional units				All public institutional units				All private institutional units			
	Professors	Associate professors	Assistant professors	Instructors	Professors	Associate professors	Assistant professors	Instructors	Professors	Associate professors	Assistant pro fessors	Instructors
United States	$32,496	$25,342	$20,973	$16,196	$33,555	$26,120	$21,615	$16,871	$28,158	$22,435	$18,950	$14,536
Alabama	32,290	25,634	21,069	16,700	32,644	25,897	21,331	16,826	21,310	15,815	13,738	11,920
Alaska	46,379	39,873	32,087	26,093	46,379	39,873	32,087	26,093	N.A.	N.A.	N.A.	N.A.
Arizona	33,713	26,712	21,596	15,547	33,899	26,712	21,822	18,595	N.A.	N.A.	N.A.	10,720
Arkansas	27,559	22,684	19,416	14,601	28,837	24,202	20,217	15,025	20,477	18,129	16,811	9,933
California	32,618	23,342	20,338	16,014	34,713	24,366	20,431	19,231	30,181	22,861	20,281	15,327
Colorado	30,888	24,267	20,431	16,021	30,796	24,374	21,209	16,678	31,331	23,541	16,912	13,128
Connecticut	38,415	30,928	30,903	...	48,912	37,392	31,746	...	24,638	23,288	22,200	N.A.
Delaware	33,983	26,465	20,280	16,873	35,383	26,599	20,407	16,873	20,452	N.A.	18,333	...
Florida	30,717	23,962	21,359	14,680	30,697	24,045	21,434	16,116	30,843	22,935	19,227	12,127
Georgia	34,653	26,609	22,248	15,540	35,451	26,969	22,738	16,401	25,188	23,652	19,348	13,298
Hawaii	34,325	23,999	20,704	15,229	34,398	23,999	20,916	15,484	N.A.	...	N.A.	13,872
Idaho	29,648	23,268	18,024	14,058	29,648	23,268	18,024	14,058	N.A.	N.A.	N.A.	N.A.
Illinois	33,607	26,657	22,240	17,640	34,506	27,443	22,601	18,763	31,023	24,560	21,190	13,947
Indiana	34,366	25,051	20,270	14,664	35,645	25,920	20,711	14,982	23,364	19,305	15,367	13,798
Iowa	32,657	24,943	19,633	14,538	34,124	26,606	22,332	17,142	18,209	17,835	14,711	12,765
Kansas	31,319	25,389	20,576	16,330	31,822	25,978	21,191	16,726	15,685	15,575	13,504	10,795
Kentucky	29,676	23,829	20,432	14,373	30,825	25,253	21,343	15,449	18,289	15,157	13,771	12,540
Louisiana	28,984	24,950	20,604	16,187	29,155	25,113	20,603	16,232	24,288	21,543	20,636	15,184
Maine	24,407	19,654	18,040	14,215	27,129	20,119	18,151	14,178	16,581	15,941	N.A.	N.A.
Maryland	35,621	26,572	21,141	16,793	34,869	26,543	21,268	17,224	37,410	26,653	20,758	14,619
Massachusetts	30,101	23,965	18,871	14,996	29,449	22,303	18,693	16,042	30,150	24,148	18,899	14,906
Michigan	35,608	27,118	22,448	16,879	36,033	27,878	23,002	17,370	29,580	20,851	18,072	14,488
Minnesota	32,953	26,376	22,198	17,863	34,570	27,319	23,142	18,256	25,128	21,987	16,776	12,852
Mississippi	30,090	25,372	20,512	17,675	30,368	25,636	20,874	17,799	21,128	16,973	15,511	N.A.
Missouri	28,849	23,423	19,740	15,602	32,277	26,483	22,388	17,594	23,470	19,857	17,135	13,965
Montana	28,210	22,730	18,892	14,913	28,210	22,730	18,816	14,913	...	...	N.A.	...
Nebraska	30,884	25,634	20,622	16,883	31,458	25,217	20,094	16,848	24,819	28,604	22,869	17,271
Nevada	30,974	25,948	21,305	15,349	30,974	25,948	21,305	15,349	N.A.	N.A.	N.A.	N.A.
New Hampshire	24,957	20,195	16,343	13,419	24,957	20,195	15,970	13,419	...	...	N.A.	...
New Jersey	39,466	30,262	23,008	15,933	40,728	30,820	22,804	16,002	29,599	25,354	24,487	14,887
New Mexico	33,836	24,385	20,465	15,500	34,010	24,838	20,741	15,500	N.A.	17,892	N.A.	...
New York	32,690	24,829	19,842	16,848	32,829	25,776	20,670	18,058	32,483	23,511	19,022	15,459
North Carolina	32,034	24,537	21,406	14,989	34,955	25,994	22,327	16,111	18,708	17,676	15,404	11,892
North Dakota	28,001	23,777	21,130	14,697	28,001	24,160	21,130	14,697	...	N.A.	...	...
Ohio	31,523	24,399	21,369	17,307	34,427	26,435	22,749	17,993	24,388	21,186	18,598	16,196
Oklahoma	30,842	24,398	20,522	15,253	30,883	24,398	20,570	15,281	N.A.	...	17,275	N.A.
Oregon	31,288	23,008	18,608	16,458	35,035	26,834	21,729	17,913	23,437	19,390	16,112	14,185
Pennsylvania	34,683	26,470	20,704	15,722	36,745	27,227	21,200	16,282	24,107	21,902	18,740	14,031
Rhode Island	32,123	23,428	18,608	15,269	32,186	24,559	19,254	14,397	32,030	22,368	17,804	15,538
South Carolina	30,559	25,301	21,953	16,821	32,214	26,155	22,449	17,026	19,658	17,613	15,742	14,409
South Dakota	26,087	21,429	18,659	14,619	26,532	21,600	18,992	14,557	19,054	N.A.	16,550	N.A.
Tennessee	27,520	22,605	19,231	15,863	29,881	24,003	19,581	15,520	20,681	18,108	17,860	17,502
Texas	34,515	27,028	21,970	16,084	35,698	27,343	22,462	16,237	29,116	24,701	18,382	15,184
Utah	32,756	25,739	20,755	17,373	32,756	25,739	20,755	17,373	...	...	...	...
Vermont	26,951	22,492	20,100	N.A.	26,951	22,492	20,100	N.A.	N.A.	N.A.	N.A.	N.A.
Virginia	32,632	26,360	21,203	16,318	34,992	27,207	22,154	18,130	22,351	20,159	16,208	12,271
Washington	35,577	27,642	23,011	16,537	36,258	28,108	23,537	17,903	23,618	22,165	18,306	12,287
West Virginia	30,639	26,110	20,324	16,732	30,840	26,508	20,763	17,762	18,567	17,804	16,399	12,894
Wisconsin	32,104	26,275	22,173	15,933	32,936	26,061	21,962	18,115	29,008	26,558	22,288	14,842
Wyoming	29,921	26,860	22,267	17,688	29,921	26,860	22,267	17,688	...	...	...	...
Dist. of Col.	36,605	27,977	23,221	17,394	...	...	...	...	36,605	27,977	23,221	17,394

*Source: National Center for Education Statistics, Education Division, U.S. Department of Health, Education, and Welfare.

N.A.—Not available.

2. Transportation

TRANSPORTATION

By James F. Runke*

TRANSPORTATION is an intermediate service which permits persons or freight to get to some destination. This ability to get from one point to another point allows surpluses to be moved to areas of demand, enables individuals to reside far from their work place, adds value to products, and increases recreational opportunities. These services can only be accomplished when the cost of transportation remains less than the value of the goods or the pleasure received. As energy prices continue to rise, transportation costs will increase. These increases will greatly influence where one lives, works, and shops, as well as what products will be purchased. They will affect the farmer, the manufacturer, the miner, and all other intermediaries and their present and future markets. Finally, they will affect those who provide transportation facilities and services—highways, roads, airports, waterways, railroads, loading docks, terminals, or freight yards.

While energy prices will strongly affect the competitive structure of transportation, other major transportation issues of the 1980s will be inflation, economic or safety regulation, and financing. Rising energy costs coupled with double-digit inflation have eroded the purchasing power of private as well as public sector transportation providers. Double-digit inflation has had the effect of reducing some travel and revenue used to construct facilities as well as the number and size of facilities or services planned for future transportation needs.

Any decreases in the amount of travel or increases in efficiency of transportation vehicles will either stabilize revenues or reduce revenues recovered from transportation taxes. The stabilization or reduction in receipts from transportation levies, coupled with inflation, produces revenue shortfalls for projects and services. This situation has existed and grown in severity during the 1970s. It is not expected to abate during the 1980s, leaving transportation revenues diminished and unable to meet the needs and demands for services. The private sector, of course, can raise rates and increase productivity to meet service and facilities demands. The public sector, however, will have to search for new and better methods of raising revenue for services, as well as increasing productivity, improving project management to reduce costs, and reexamining transportation priorities for service continuation or initiation.

Another opportunity for the private sector to provide more efficient systemwide transportation services is to remove government involvement in transportation regulation. During the 1970s, air transportation was substantially deregulated; that is, the Civil Aeronautics Board's ability to regulate rates, routes, and services was reduced by an act of Congress. This action was taken to make air service more competitive, less expensive, and more profitable. While it is still too early to determine the success of this effort, similar efforts are being proposed for the trucking and railroad industries. These proposals for economic deregulation of trucking and railroads have similar goals, with potential effects equally unknown.

---

*Mr. Runke is Director, Rail Division, Kentucky Department of Transportation.

Another type of regulation which governments can impose upon transportation providers is that required to protect the public health, safety, and welfare. These regulations, of course, cover safety of transportation operations, facilities, and equipment, as well as environmentally sound practices. In the 1980s, these two areas will dramatically affect shippers, transportation companies, and government. One major area which covers all safety and environmental questions and all shippers, transportation companies, and government is the movement, use, and disposal of hazardous materials. The regulation of hazardous materials, substances, or waste has financial ramifications for all parties involved in their movement. The potentially disastrous effects of any error in moving these commodities warrant regulation, but these regulations must also allow for economic and efficient movement that can be competitive in the marketplace.

State DOTs

State departments of transporation (DOTs) are responsible for carrying out the established state programs related to transporation as well as responding to those which will arise in the 1980s. The state DOT, as an organizational and management structure, has been in existence since 1960. During the last 20 years, the state DOT has evolved into multimodal agencies with integration and balance between and among transportation services as the agency's goals. Some state DOTs have reached this goal while many others will achieve it in the next decade.

At present, 39 states have established DOTs. The latest additions to the list of DOTs (see Tables 1 and 2) are Nevada and New Mexico, while three other states have legislation pending (Colorado, Indiana, and Mississippi) and Alabama has a DOT under study.

Though the majority of states have chosen to organize transportation functions through a DOT structure, each DOT reflects the unique needs and political climate of each state.

The major areas of responsibility in the state DOTs are illustrated in Table 2. For most states, highways, aviation, transit, rail, or waterway functions were included in the establishment of a DOT or added later. Functions such as safety, regulation, motor vehicle registration and licensing, state police or highway patrol, or pipelines may or may not be a part of the DOT. Inclusion of these functions usually depends on their location and relationship to other state agencies at the time of DOT establishment.

Within each of the modal programs, individual states supply different levels of services. For example, planning, design, construction, and management control are facets of all state highway programs. Similar activities may or may not be performed in aviation, transit, rail, or waterway programs. In some states, planning activities may be the only DOT responsibility, while in other states technical assistance may be the only activity. The reason for the significant variance among state modal programs other than highways hinges on state needs, the statutory relationship between state and local government, time of involvement in the program, or state statutes.

While program activities and involvement may vary substantially among states, the major concern for the state DOT will be the continued funding of existing, new, or proposed programs. Inflation and the energy situation have reduced the available revenue and purchasing power for transportation programs. State DOTs have initiated review of management, employment, and operational procedures to reduce costs and provide more funds for projects. Revenue shortfalls for one state highway program were more than $40 million for fiscal 1979. Increases in productivity and reduction in operating expense, however, are not going to provide the necessary funds to meet existing needs or the new demands in the 1980s. New revenue sources or existing sources will have to be tapped.

Highways

The close of this decade finds a 3.8-million-mile highway system suffering a revenue shortfall for construction, rehabilitation, and maintenance needs like that being experienced by the nation's rail industry. While this massive transportation lifeline consumed more than $23 billion in 1978 ($7 billion federal and $16 billion state and local government funds), that amount is insufficient. Much of the $104 billion interstate system is in need of reconstruction, many other state and local roads are deteriorating faster than they are being repaired, and approximately 105,000 bridges are functionally or structurally obsolete (see Tables 3-5).

As highway needs continue to increase, revenues have stabilized or decreased. More energy-efficient automobiles, flat-rate gallonage taxes, and inflation have substantially reduced governmental highway program purchasing power. The loss of purchasing power, coupled with increasing costs, has further reduced the ability to meet highway demands. The options to resolve this problem are to increase revenues, sustain only those operations necessary to maintain present highway conditions, or let the system continue to deteriorate.

Recognizing the severity of the highway problem for state and local government, Congress enacted the Surface Transportation Assistance Act of 1978. Besides the consolidation of a number of highways, highway safety, and public transit programs, substantial increases were realized in several highway problem areas in this legislation. Further, changes in existing discretionary funds and creation of several new ones have also added more funds to address problems. Total funding of this legislation was $51.4 billion for 1979 through 1982—$30.6 billion for highways, $7.2 billion for highway safety, and $13.6 billion for public transit.

In the highway programs, the significant aspects of this legislation are: (1) a $100 million increase per year for resurfacing, restoring, and rehabilitating interstate routes, (2) equal or larger increases for the primary, secondary, and urban system, (3) availability of $900 million or more per year for bridge replacement and rehabilitation, (4) extension of the trust funds to 1984, and (5) standardization of funding formulas at 80 percent federal and 20 percent state share. Besides these major milestones, greater flexibility in program management and transferability of funds among programs was instituted. This will permit a state more latitude in meeting its specific and many times unique highway program needs.

Another issue which has been a topic of much discussion is the proposed deregulation of the motor carrier industry, which is supposed to ease entry into the trucking business, provide flexibility in ratemaking, and limit the power of the Interstate Commerce Commission. The consensus of deregulation advocates is that these proposals would increase competition, reduce consumer prices, and improve services. Proposal opponents contend that deregulation would produce chaotic service, higher costs, and fewer but larger firms. Regardless of which group proves correct in their allegations, trucking deregulation will be an item of congressional contention in the early years of the 1980s.

Mass Transit

While the other modes have been adversely affected by the energy crisis, mass transportation has benefited. As fuel prices and automobile costs dramatically have increased in the past several years, mass transit has seen large increases in ridership. These increases generally have decreased the amount of government support for transit operations. In some cases, increased ridership has offset inflationary impacts for a number of transit systems. Further, mass transit has its most optimistic decade facing it. Recognition of the necessity for adequate transit services by all levels of government has come of age.

With the passage of the Surface Transportation Assistance Act, mass transit received its first multiyear commitment for program funding. Previously, funding had been on an annual basis, which injected tremendous program instability and inability to make long-range commitment or implement plans (see Table 6). This act authorizes more than $3 billion annually for 1978 through 1982. Major aspects of the legislation are $1.4 billion annually in discretionary funds for major system investments, $1.5 billion or more annually for formula grant programs, $250 million annually for fixed rail transit systems, and $40 million annually for intercity bus terminals.

Beyond these advances, small urbanized and rural areas finally received transit program assistance under Section 18. This program provides the first significant financial assistance for transit systems outside large urbanized areas and is the first real involvement or significant increase in involvement by the states in this type of transit program. The act also provides incentives to coordinate many existing specialized transit services for the elderly, handicapped, and others.

Another issue which was finally resolved was the adaption of Section 504 regulations of the 1973 Rehabilitation Act covering the accessibility of handicapped persons to transit facilities and equipment. While these controversial regulations will have a significant financial impact on state and local governments, they preserve the civil rights of all individuals in attaining equitable transportation services for work, shopping, or social opportunities.

These improvements in transit programs, however, must be tempered by the fact that the efforts to integrate and coordinate highway, rail, and transit program planning and administration were not realized. The separate funding by different agencies with different formulas, matching ratios, regulations, and recipients foster unneeded inefficiencies and program costs. This area will be under scrutiny by Congress in the 1980s.

Finally, the funding instability that has been reformed by the Surface Transportation Assistance Act could be further improved if the windfall profits tax proposals are enacted. Although the amount of funds for transit varies under different windfall profits schemes, transit programs will probably gain a stable source of revenue for at least 10 years, with an estimated annual income of approximately $4 billion. This influx of consistent annual revenue would be a tremendous addition or replacement of governmental resources to provide transportation alternatives in a petroleum-deficient society.

Rail Transportation

The nation's rail system continues to be a major transportation and economic concern for many states. The 1970s have seen more than 35 percent of rail track mileage in bankruptcy proceedings. The close of the decade has the Rock Island and the Milwaukee

Road Railroads (some 14,000 track miles involving 17 states) still in bankruptcy. The nation's rail passenger service, Amtrak, has been reorganized and operations scaled down. The rail industry has had low rates of return on investment throughout the decade. These problems, however, must be tempered with the positive accomplishments of the rail industry such as near-record investments in maintenance, rehabilitation, and acquisition of equipment, track, and facilities. Revenue, tonnage, carloads, and operating income were running 5 percent ahead of 1978.

Although railroads continue to hold their freight market share, the energy crisis may provide an opportunity to regain lost traffic. As fuel prices continue increasing, some truck traffic is being shifted to trailer-on-flat-car. Similarly, the conversion to coal and the projected increase in coal traffic and use should also help ameliorate the return-on-investment problem for the railroads. The increase in market share plus freight rate increases will not solve the income problem, especially if these increases do not stay ahead of inflation. Other recent changes such as deregulation of fresh fruit and vegetables, authorization to participate in long-term contract rates, and faster processing of abandonments should also improve market opportunity and income potential.

Since 1976, federal and state governments have provided funds for rail lines. This program—the Local Rail Service Assistance Act—was extended by Congress in 1978 to include funds for rehabilitation of rail lines. In fiscal 1979, $67 million was obligated by states under this program, with $80 million available during fiscal 1980. This program allows states, shippers, railroads, and the federal government to rehabilitate track and avoid the future loss of rail service when the industry does not have adequate funds for the rural light traffic lines. These projects also release scarce funds which can be used on other portions of the rail system.

Finally, deregulation of much of the rail industry is being proposed as the mechanism to return financial viability. The basis of the deregulation proposal is that the railroads are totally regulated while only 10 percent of water transporation and 44 percent of motor carrier operations are regulated. This places the railroads at a competitive disadvantage. Areas such as rate freedom, discontinuance of service or markets, and revision of merger and consolidation procedures are all under study and in proposed legislation. Deregulation, in combination with the earlier trends, is seen as necessary for revitalization of the rail industry.

Aviation

The aviation industry has already experienced some of the proposals forecast for the trucking and railroad industries during the 1980s. The airline industry has been through the congressional debate, enactment, and operationalization of deregulation in many facets of its operations. The aviation safety record, practices, and procedures are under serious question, as well as the environmental problem of aircraft noise pollution. Beyond these issues is the question of government's role in providing financial assistance for airport construction, rehabilitation, maintenance, and operations.

The airline industry is now operating under a new regulatory structure that resulted from several years of national debate. The airline industry was deregulated by an act of Congress in 1978. The enactment removed many of the former barriers to entering existing markets of other carriers. At the same time, numerous restrictions on pricing services, i.e., fares, were removed. These two actions, operating in combination, were to inject competition into existing markets, reduce fares, provide a greater selection in the decision of when and where to travel and for how long, and add new routes and services. Finally, Congress is to examine the results of deregulation in 1982 and decide what role and powers, if any, would remain with the Civil Aeronautics Board (CAB). The possibility exists that CAB could be phased out completely, with any remaining responsibilities shifted to other federal agencies like the U.S. Department of Transportation or Federal Trade Commission.

Deregulation has been in operation about one year. The results are inconclusive. Air service to some smaller cities has been reduced or eliminated. Initial fare reductions and special fare plans did reduce the cost to the consumer. The trend since then has been steadily increasing fares, but this situation is partially due to fuel cost increases. There was an increase in the number of carriers serving given routes and cities, but after the initial high demand to begin services to existing markets of other carriers, the number of applications has significantly tapered off. It cannot be determined if this is a long-term situation or a static condition after the initial requests. Therefore, deregulation will have to be continuously examined for the next few years to determine its overall effects and benefits to the public.

With commercial aviation enjoying several consecutive years of prosperity, earlier proposals to aid the industry to abate its environmental noise pollution problem have come under growing criticism. Past sessions of Congress had considered partial government funding to retrofit engines or replace aircraft that could not meet the Federal Aviation Administration noise regulations scheduled to go into effect in 1980 with complete implementation by 1984. This would affect nearly 80 percent of the existing fleet at a projected price tag, by the industry, of $7 billion. Obviously, noise abatement is a must, but whether the government assists in the cost is a sensitive issue.

Another issue for the new decade is government's role in overall aviation safety and airport finance. In the past, the Airport Development and Assistance Program has financed about one third of the safety and construction programs at airports, with the remaining two thirds being derived from general funds, landing fees, and operations. Serious questions have been raised about the use of general funds. Recent proposals suggest the air traveler should support airport construction and safety through usage taxes. Advocates of this position point to the $2.3 billion surplus that exists in the Air Trust Fund which supports the Airport Development Assistance Programs.

The 1980s present an interesting set of aviation issues for government. Safety and service are primary concerns. The resolution of these issues will significantly affect the ability of the industry to meet capital needs while supplying the public with adequate air service in the future.

Table 1
STATE DEPARTMENTS OF TRANSPORTATION AND PRIMARY FORM OF ORGANIZATION*

State	*Name of agency*	*Year established*	*Form of organization*		
			Modal	*Functional*	*Mixed*
Alaska	Department of Transportation and Public Facilities	1977	...	...	★
Arizona	Department of Transportation	1973	...	...	★
Arkansas	Highway and Transportation Department	1977	...	...	★
California	Business and Transportation Agency	1960	...	...	★
Connecticut	Department of Transportation	1969	...	...	★
Delaware	Department of Transportation	1970	...	...	★
Florida	Department of Transportation	1967	...	...	★
Georgia	Department of Transportation	1973	★	...	...
Hawaii	Department of Transportation	1959	★	...	...
Idaho	Department of Transportation	1974	★	...	...
Illinois	Department of Transportation	1971	...	★	...
Iowa	Department of Transportation	1974	...	...	★
Kansas	Department of Transportation	1975	...	★	...
Kentucky	Department of Transportation	1974	...	...	★
Louisiana	Department of Transportation and Development	1977	★	...	...
Maine	Department of Transportation	1971	...	...	★
Maryland	Department of Transportation	1970	★	...	...
Massachusetts	Executive Office of Transportation and Construction	1969	...	...	★
Michigan	Department of Transportation	1973	...	...	★
Minnesota	Department of Transportation	1976	...	...	★
Missouri	Department of Transportation	1974	...	...	★
Nevada	Department of Transportation	1978	★	...	...
New Jersey	Department of Transportation	1966	...	...	★
New Mexico	Transportation Department	1978	★	...	...
New York	Department of Transportation	1967	...	★	...
North Carolina	Department of Transportation	1971	★	...	...
Ohio	Department of Transportation	1972	...	★	...
Oklahoma	Department of Transportation	1976	...	...	★
Oregon	Department of Transportation	1969	★	...	...
Pennsylvania	Department of Transportation	1970	...	...	★
Rhode Island	Department of Transportation	1970	...	...	★
South Dakota	Department of Transportation	1973	...	...	★
Tennessee	Department of Transportation	1972	...	...	★
Texas	Department of Highways and Public Transportation	1975	★	...	...
Utah	Department of Transportation	1975	...	★	...
Vermont	Agency of Transportation	1975	...	...	★
Virginia	Department of Highways and Transportation	1974	★	...	...
Washington	Department of Transportation	1977	...	...	★
Wisconsin	Department of Transportation	1967	...	...	★

**Source:* American Association of State Highway and Transportation Officials, *Directors of State Departments of Transportation, 1979.*

Table 2
RESPONSIBILITIES OF STATE DEPARTMENTS OF TRANSPORTATION: 1979*

State	*Highways*	*Aviation*	*Mass transit*	*Railroads*	*Water transport*	*Pipelines*	*Motor vehicles*	*Highway or transportation safety*	*Highway patrol*	*Transportation regulation*
Alaska	★	★	★	★	★	...	...	★	...	...
Arizona	★	★	★	★	...	...	★	...	...	...
Arkansas	★	★	★	★	★	...	...	★	...	★
California	★	★	★	★	...	...	...	★	...	...
Connecticut	★	★	★	★	★	...	★	★	...	...
Delaware	★	★	★	★	...	...	★	...	...	...
Florida	★	★	★	★	★	...	★	...	...	...
Georgia	★	★	★	★	★	...	★	...	...	...
Hawaii	★	★	★	★	★	...	...	★	...	...
Idaho	★	★	★	★	...	...	...	★	...	...
Illinois	★	★	★	★	★	...	★	★	...	...
Iowa	★	★	★	★	★	...	★	...	...	★
Kansas	★	★	★	★	★	★	...	★	...	...
Kentucky	★	★	★	★	★	...	★	...	...	...
Louisiana	★	★	★	★	★	...	...	...	...	★
Maine	★	★	★	★	★	...	...	...	...	...
Maryland	★	★	★	★	★	...	★	★	...	...
Massachusetts	★	★	★	★	★	...	...	...	...	...
Michigan	★	★	★	★	★	...	...	...	...	...
Minnesota	★	★	★	★	★	★	...	...	...	★
Missouri	★	★	★	★	★	★	...	...	...	...
Nevada	★	★	★	★	...	...	...	...	...	...
New Jersey	★	★	★	★	★	...	★	★	...	...
New Mexico	...	★	★	...	...	...	...	...	...	...
New York	★	★	★	★	★	...	...	★	...	★
North Carolina	★	★	★	★	★	...	★	★	★	...
Ohio	★	★	★	★	★	...	...	...	...	...
Oklahoma	★	★	★	★	★	...	...	★	...	...
Oregon	★	★	★	★	★	...	...	...	...	...
Pennsylvania	★	★	★	★	★	...	...	★	...	...
Rhode Island	★	★	★	★	★	...	...	...	...	...
South Dakota	★	★	★	★	...	...	...	...	...	...
Tennessee	★	★	★	★	★	...	...	...	...	...
Texas	★	...	★	...	...	...	...	...	...	...
Utah	★	★	★	★	...	...	...	★	...	...
Vermont	★	★	★	★	★	...	★	★	...	...
Virginia	★	...	...	★	★	...	...	★	...	...
Washington	★	★	★	★	...	...	...	★	...	★
Wisconsin	★	★	★	★	★	...	...	...	...	...

**Source:* Iowa Department of Transportation, *Annual DOT Update*, September 1979.

Table 3
TOTAL ROAD AND STREET MILEAGE: 1978*
(Classified by system)

	Rural mileage				Municipal mileage			
State or other jurisdiction	*Under state control (a,b)*	*Under local control (c)*	*Under federal control (d)*	*Total rural roads*	*Under state control (a)*	*Under local control, local city streets (e)*	*Total municipal mileage*	*Total rural and municipal mileage*
Total	704,421	2,255,526	230,850	3,190,797	87,108	607,547	694,655	3,885,452
Alabama	19,534	47,909	297	67,740	2,388	16,887	19,275	87,015
Alaska (f)	4,740	1,766	1,766	8,273	508	1,149	1,657	9,930
Arizona	5,660	21,837	19,236	46,733	403	10,377	10,780	57,513
Arkansas	14,126	47,871	1,622	63,619	1,871	8,718	10,589	74,208
California	15,195	60,231	38,634	114,060	2,504	59,748	62,252	176,312
Colorado	8,464	68,533	1,204	78,201	681	8,406	9,087	87,288
Connecticut (f)	1,450	4,022	...	5,472	2,372	11,260	13,632	19,104
Delaware (f)	4,107	114	...	4,221	451	572	1,023	5,244
Florida	9,784	59,568	1,184	70,536	2,225	24,359	26,584	97,120
Georgia	15,799	70,791	...	86,590	2,609	13,839	16,448	103,038
Hawaii	866	1,800	100	2,766	128	1,000	1,128	3,894
Idaho	4,793	25,044	30,575	60,412	359	3,220	3,579	63,991
Illinois	13,306	88,857	292	102,555	3,908	26,777	30,685	133,240
Indiana	9,972	64,562	1	74,535	1,474	14,849	16,323	90,858
Iowa	9,085	89,563	114	98,762	1,375	12,011	13,386	112,148
Kansas	10,076	112,869	70	123,015	783	11,057	11,840	134,855
Kentucky	23,828	38,374	312	62,514	1,171	5,096	6,267	68,781
Louisiana	14,708	29,768	544	45,020	1,618	8,757	10,375	55,395
Maine	10,901	7,748	166	18,815	401	2,581	2,982	21,797
Maryland	5,410	16,703	417	22,530	392	4,039	4,431	26,961
Massachusetts	854	5,557	14	6,425	2,227	24,932	27,159	33,584
Michigan	8,345	88,364	2,460	99,169	1,336	18,854	20,190	119,359
Minnesota	11,185	95,986	1,507	108,678	2,141	17,099	19,240	127,918
Mississippi	9,291	50,487	911	60,689	1,101	6,696	7,797	68,486
Missouri	29,838	68,806	700	99,344	2,333	15,873	18,206	117,550
Montana	6,554	59,162	9,456	75,172	180	2,500	2,680	77,852
Nebraska	9,834	79,120	406	89,360	547	6,752	7,299	96,659
Nevada	4,875	43,145	31	48,051	207	1,641	1,848	49,899
New Hampshire	2,971	7,056	121	10,148	1,459	3,962	5,421	15,569
New Jersey (f)	1,641	11,860	13	13,514	1,443	18,116	19,559	33 073
New Mexico	11,788	47,454	7,285	66,527	1,123	4,378	5,501	72,028
New York	11,139	53,859	...	64,998	4,501	39,454	43,955	108,953
North Carolina	71,913	...	3,945	75,858	4,237	11,854	16,091	91,949
North Dakota	6,845	95,054	1,264	103,163	310	3,668	3,978	107,141
Ohio (g)	17,224	69,427	29	86,680	3,220	21,284	24,504	11,184
Oklahoma	11,715	81,783	34	93,532	1,310	14,881	16,191	109,723
Oregon	9,500	34,446	59,833	103 779	879	7,571	8,450	112,229
Pennsylvania	40,264	43,366	851	84,481	8,654	25,359	34,013	118,494
Rhode Island (f)	588	1,594	...	2,182	556	3,055	3,611	5,793
South Carolina	33,646	19,988	598	54,232	5,413	2,004	7,417	61,649
South Dakota	8,801	68,849	1,646	79,296	298	2,924	3,222	82,518
Tennessee	8,300	59,890	1,135	69,325	1,820	10,911	12,731	82,056
Texas	62,451	135,690	1,009	199,150	7,881	55,028	62,909	262,059
Utah	4,915	21,588	17,301	43,804	674	4,504	5,178	48,982
Vermont(f)	2,583	9,606	238	12,427	152	1,400	1,552	13,979
Virginia	50,531	948	2,767	54,246	2,014	8,522	16,536	64,782
Washington	16,685	40,767	15,896	73,348	688	9,888	10,576	83,924
West Virginia	32,651	...	1,130	33,781	867	2,879	3,746	37,527
Wisconsin	9,672	79,990	374	90,036	1,738	14,464	16,202	106,238
Wyoming	6,018	23,654	3,361	33,033	178	1,291	1,469	34,502
Dist. of Col. (f)	...	...	...	...	...	1,101(g)	1,101(g)	1,101(g)

---

*Source: Federal Highway Administration, U.S. Department of Transportation. Compiled for calendar year ending December 31, 1978, from reports of state authorities.

(a) Includes local roads under state control in Alabama, Alaska, Delaware, Iowa, Kentucky, Louisiana, Maryland, New Mexico, and Virginia.

(b) Includes mileage of state park, forest, institutional, toll, and other roads that are not part of the state highway system.

(c) Includes mileage in special highway districts and mileage not identified by administrative authority.

(d) Mileage in federal parks, forests, and reservations that are not a part of the state and local highway systems.

(e) Includes all roads, streets, and public ways not under state control in municipalities and delimited unincorporated places having an estimated population of 1,000 or more.

(f) 1978 data incomplete: 1977 data used for Connecticut, New Jersey, Rhode Island and Vermont; 1976 data used for Alaska, Delaware and District of Columbia.

(g) Includes 89 miles of streets in federal parks.

Table 4
STATE RECEIPTS AND DISBURSEMENTS FOR HIGHWAYS: 1978*
(In thousands of dollars)

	Receipts									Disbursements									
					Federal funds					Capital outlay									
										Federal aid systems									
State or other jurisdiction	State highway user tax revenues	Road and crossing tolls (a)	Other state imposts, general fund revenues	Miscellaneous income	Federal highway administration	Other agencies	Transfers from local governments	Bond proceeds (b)	Total receipts	Interstate	Other federal aid systems	Other roads and streets	Maintenance and traffic services	Administration and highway police	Bond interest	Grants-in-aid to local governments	Bond retirement (b)	Total disbursements
Total	$13,529,111	$1,236,983	$1,054,914	$741,726	$6,280,079	$399,405	$260,342	$922,641	$24,425,202	$3,411,236	$6,160,175	$1,433,640	$4,895,021	$3,216,257	$993,096	$3,615,591	$954,395	$23,000,211
Alabama	224,057	...	3,461	24,444	177,907	12,472	2,573	...	444,914	121,712	140,988	26,235	49,060	28,948	16,451	84,128	21,050	488,572
Alaska	25,608	15,380	91,510	...	96,870	2,632	...	...	232,000	...	96,721	6,625	60,359	46,802	7,893	3,272	5,827	227,499
Arizona	184,780	...	...	1,678	125,322	1,173	2,405	...	315,358	99,013	68,296	...	42,959	41,998	23	62,594	200	315,083
Arkansas	179,138	...	7,862	5,985	69,972	26,532	1,536	...	291,025	28,333	128,430	18,614	60,107	33,548	...	47,104	...	316,136
California	1,144,299	52,261	...	73,269	334,525	35,071	11,083	20,001	1,670,509	144,356	255,914	106,525	212,304	419,024	7,698	451,293	19,302	1,616,416
Colorado	162,796	...	2,659	6,918	124,254	19,716	4,151	...	320,494	72,643	75,974	6,129	53,293	33,875	...	76,279	...	318,193
Connecticut	179,497	40,361	...	13,184	74,437	1,341	498	...	309,318	54,001	19,027	31,022	56,155	44,880	37,983	20,029	65,293	328,390
Delaware	44,067	22,276	...	19,962	19,662	869	...	25,822	132,658	26,368	18,425	10,209	16,499	16,131	13,950	2,000	20,168	123,750
Florida	534,276	75,551	...	32,341	264,180	9,941	5,449	6,098	927,836	119,266	216,998	139,127	96,664	69,321	46,392	145,885	32,015	865,668
Georgia	304,353	...	48,700	10,127	203,234	6,435	16,788	...	589,637	142,128	158,711	108,827	74,289	53,979	23,630	9,599	24,067	595,230
Hawaii	44,737	...	23,823	597	39,594	770	...	6,331	115,852	36,265	20,255	36	13,313	6,279	6,165	14,512	8,010	104,835
Idaho	86,200	...	...	1,067	44,705	8,291	1,465	...	141,728	8,408	54,745	2,721	25,919	18,355	...	34,259	...	144,407
Illinois	633,965	92,696	...	15,631	191,478	9,041	21,722	135,009	1,099,542	138,118	268,825	111,302	149,431	126,916	50,352	245,726	39,500	1,130,178
Indiana	328,853	28,118	22,566	6,987	113,604	3,695	35,740	...	539,563	40,892	117,428	4,807	109,276	89,994	4,194	151,536	10,044	528,171
Iowa	265,470	1,708	70,087	10,896	109,646	3,678	1,653	...	463,146	40,373	186,457	6,208	50,701	50,034	346	134,239	300	468,658
Kansas	177,769	19,678	...	30,003	88,834	2,799	632	416	319,299	47,333	124,615	25	56,790	31,141	16,607	39,099	18,475	334,085
Kentucky	357,273	18,928	55,893	50,176	177,507	2,430	807	241,208	904,222	79,364	227,255	90,094	119,652	55,093	60,403	10,453	27,898	670,212
Louisiana	230,493	1,272	198,569	11,512	176,647	4,377	168	...	623,038	135,056	166,253	47,321	65,995	54,833	22,849	27,509	28,980	548,796
Maine	77,534	14,335	744	3,921	41,632	438	4,902	...	143,506	22,783	31,726	12,721	50,244	19,770	3,451	3,013	9,924	153,632
Maryland	296,578	46,820	...	17,273	116,809	2,032	...	7,487	486,999	7,490	100,825	4,742	60,084	68,962	36,873	180,668	5,471	465,115
Massachusetts	229,712	56,810	8,386	7,066	121,990	3,940	...	18,089	445,993	38,718	42,895	21,261	32,958	78,474	45,505	40,525	57,493	357,829
Michigan	580,387	7,661	63,330	12,295	188,689	4,811	6,492	...	863,665	119,576	148,329	...	87,450	125,636	9,581	312,270	31,351	834,193
Minnesota	309,871	...	1,518	27,612	127,079	3,380	13,040	69,352	551,852	75,566	214,967	555	66,522	37,685	5,555	119,418	11,414	531,682
Mississippi	172,408	...	64,836	15,656	87,184	4,491	2,092	25,913	372,580	23,745	149,337	18,233	29,878	31,981	40,852	50,948	16,011	360,985
Missouri	305,821	...	16,346	4,454	144,974	21,281	3,083	...	495,959	85,905	196,466	2,694	118,039	70,365	...	53,604	...	527,073

Montana	70,607	...	3,658	...	74,130	8,647	...	...	157,042	54,559	41,347	1,972	19,260	21,070	...	17,412	...	155,620
Nebraska	129,090	...	25,886	3,452	51,539	3,638	9,126	...	222,731	21,511	85,083	6,347	29,630	22,615	701	60,386	1,000	227,273
Nevada	48,700	...	...	2,874	63,483	1,018	2,283	...	118,358	28,803	37,979	3,261	18,146	22,800	...	7,275	...	118,264
New Hampshire	68,765	10,889	...	7,488	31,670	933	3,088	7,007	129,840	11,704	28,160	14,656	35,485	17,529	4,565	5,102	7,155	124,356
New Jersey	196,904	101,543	...	39,066	110,775	2,119	645	17,131	548,183	62,377	51,422	34,039	127,444	132,737	102,437	7,597	43,450	561,703
New Mexico	98,406	...	10,101	1,659	73,731	9,726	1,104	...	194,727	41,413	53,056	3,228	103,709	40,570	...	11,548	...	253,524
New York	665,846	246,054	169,403	61,886	457,065	10,579	4,621	...	1,615,454	338,990	442,141	44,405	227,256	206,392	83,724	110,207	128,250	1,581,365
North Carolina	426,477	443	...	21,006	176,342	2,816	2,374	60,021	689,479	55,517	39,275	228,413	152,551	124,532	5,560	33,502	23,000	662,350
North Dakota	62,311	...	5,906	434	43,906	2,408	5,652	...	120,617	1,563	62,685	3,302	17,747	10,705	...	24,086	...	120,088
Ohio	622,226	46,611	5,502	17,434	203,856	6,759	19,041	...	921,429	104,715	234,577	17,317	131,999	142,873	29,359	245,973	68,905	975,718
Oklahoma	224,014	28,412	16,339	6,281	71,755	7,462	6,340	...	360,603	23,767	101,101	7,365	60,237	40,416	13,833	93,357	6,930	347,006
Oregon	179,508	1,379	...	5,948	96,050	55,039	10,955	...	348,879	52,218	62,783	1,101	54,584	44,302	3,131	104,336	2,300	324,755
Pennsylvania	819,115	121,589	...	55,013	161,672	14,978	4,931	102,305	1,279,603	80,507	163,734	49,359	399,227	192,200	158,819	116,270	87,228	1,247,344
Rhode Island	35,332	4,349	...	284	18,416	849	...	...	59,230	6,907	9,365	...	16,702	7,799	6,917	387	10,217	58,294
South Carolina	199,407	...	...	864	73,917	1,811	2,775	...	278,774	42,825	84,065	17,178	62,516	37,584	4,941	17,648	9,500	276,297
South Dakota	61,210	...	13,085	1,780	46,847	1,091	2,517	...	126,530	11,808	46,059	3,568	26,672	15,922	...	14,991	...	119,028
Tennessee	317,942	...	8,391	5,516	125,816	4,309	7,855	...	469,829	58,892	191,373	20,587	50,586	41,894	8,380	97,947	16,220	485,879
Texas	832,910	5,616	9,649	44,554	304,813	11,446	13,226	100,159	1,322,373	159,888	495,934	51,342	207,091	144,682	5,274	44,624	2,778	1,111,613
Utah	73,493	...	938	1,718	57,554	1,449	5,525	...	140,677	45,427	21,300	16,971	22,987	27,195	...	12,342	...	146,222
Vermont	50,620	...	...	641	33,070	1,093	...	...	85,424	9,090	17,868	4,229	17,610	13,044	4,005	6,972	8,860	81,678
Virginia	405,860	44,563	31,982	9,864	248,160	4,859	9,353	...	754,641	202,806	242,754	17,820	233,557	80,026	15,877	37,464	12,494	842,798
Washington	314,194	36,791	...	19,196	164,176	17,568	2,992	7,057	561,974	103,613	138,655	13,502	98,636	60,459	21,079	102,642	15,597	554,189
West Virginia	197,334	14,889	69,592	13,947	119,995	3,693	...	50,205	469,655	89,713	92,848	75,922	136,355	40,638	51,338	...	36,474	523,288
Wisconsin	250,485	...	...	391	145,630	3,180	8,961	13,048	421,695	56,329	120,534	11,884	53,765	33,021	8,951	110,388	18,476	413,346
Wyoming	66,002	...	1,055	2,428	45,394	27,794	699	...	143,372	24,757	57,680	3,424	19,292	11,762	...	13,173	...	130,088
Dist. of Col.	32,403	...	3,137	14,948	19,582	2,505	...	10,815	83,390	13,925	8,535	6,415	14,038	29,466	8,252	...	2,760	83,391

*Source: Federal Highway Administration, U.S. Department of Transportation. Compiled for calendar year ending December 31, 1978, from reports of state authorities.

(a) Toll receipts allocated for nonhighway purposes are excluded.
(b) Par value of bonds issued and redeemed by refunding are excluded.

Table 5
APPORTIONMENT OF FEDERAL AID HIGHWAY FUNDS: FISCAL 1980*
(In thousands of dollars)

State or other jurisdiction	*Consolidated primary(a)*	*Rural secondary (a)*	*Urban system (a)*	*Interstate (b)*	*Metropolitan planning (a)*	*Forest highway fund (c)*	*Interstate resurfacing (b)*	*Total (d)*
Total	$1,532,669	$536,307	$780,077	$3,261,036	$32,956	$32,010	$170,424	$6,345,479
Alabama	28,161	11,326	9,762	80,304	359	92	3,049	133,053
Alaska	56,557	29,431	3,900	15,845	165	2,790	...	108,688
Arizona	20,458	8,240	7,057	67,311	296	1,802	4,336	109,500
Arkansas	21,339	9,635	4,413	15,845	164	435	2,326	54,157
California	100,774	20,257	92,428	217,082	4,164	4,584	15,440	454,729
Colorado	23,233	9,115	8,703	46,585	364	2,299	3,670	93,969
Connecticut	15,105	3,726	11,898	87,466	573	...	2,217	120,985
Delaware	7,663	2,682	3,900	15,845	165	...	122	30,377
Florida	40,382	11,688	26,911	95,991	1,210	186	4,578	180,946
Georgia	35,868	14,157	13,194	80,526	481	113	4,946	149,285
Hawaii	7,663	2,682	3,900	40,976	165	...	213	55,599
Idaho	13,636	6,577	3,900	15,845	165	3,259	2,131	45,513
Illinois	62,559	16,420	46,473	135,320	2,038	37	6,641	269,488
Indiana	35,661	12,841	16,621	28,141	613	21	4,520	98,418
Iowa	29,029	12,547	7,591	41,103	215	...	2,852	93,337
Kansas	26,412	11,392	6,974	38,504	201	...	2,363	85,846
Kentucky	26,129	10,838	8,123	71,558	290	66	3,205	120,209
Louisiana	25,439	9,202	11,738	98,558	455	74	2,327	147,793
Maine	10,389	4,659	3,900	15,845	165	12	949	35,919
Maryland	20,739	5,435	15,432	133,101	662	...	2,228	177,597
Massachusetts	26,670	5,393	24,371	104,865	1,109	...	2,134	164,542
Michigan	53,216	16,306	32,902	80,495	1,467	343	5,666	190,395
Minnesota	34,842	13,906	12,381	71,716	500	443	3,312	137,100
Mississippi	22,083	9,978	4,547	30,170	165	151	2,652	69,746
Missouri	38,629	14,548	16,192	73,047	659	164	5,358	148,597
Montana	20,207	10,017	3,900	25,796	165	2,552	3,397	66,034
Nebraska	20,062	8,948	4,461	15,845	165	30	1,913	51,424
Nevada	13,394	6,324	3,900	27,824	165	574	1,749	53,930
New Hampshire	7,663	2,682	3,900	15,845	165	171	739	31,165
New Jersey	31,344	4,898	32,725	68,610	1,555	...	1,845	140,977
New Mexico	18,436	8,468	3,900	30,708	165	1,283	3,731	66,691
New York	86,706	17,441	79,492	161,116	3,695	...	4,258	352,708
North Carolina	39,340	16,804	10,851	65,632	350	197	3,031	136,205
North Dakota	14,218	6,969	3,900	15,845	165	...	1,956	43,053
Ohio	59,880	17,087	40,599	100,586	1,701	18	7,143	227,014
Oklahoma	25,614	10,477	8,383	22,627	268	22	2,926	70,317
Oregon	21,818	9,054	6,773	52,036	252	4,410	3,179	97,522
Pennsylvania	68,695	21,254	41,891	164,697	1,787	85	5,183	303,592
Rhode Island	7,663	2,682	4,250	42,656	191	...	517	57,959
South Carolina	20,390	8,675	5,722	39,645	185	105	2,631	77,353
South Dakota	15,309	7,570	3,900	14,261	165	251	1,981	43,437
Tennessee	31,050	12,306	11,280	63,096	409	107	4,192	122,440
Texas	90,820	32,004	44,308	160,070	1,788	101	13,907	342,998
Utah	13,668	5,676	4,229	34,606	188	1,063	2,753	62,183
Vermont	7,663	2,682	3,900	15,845	165	57	1,032	31,344
Virginia	33,381	12,284	14,807	132,753	614	208	4,500	198,547
Washington	25,247	8,908	12,285	106,956	514	2,225	3,774	159,909
West Virginia	15,142	6,825	3,900	71,241	165	126	1,182	98,581
Wisconsin	33,601	12,573	14,316	30,867	529	179	2,484	94,549
Wyoming	13,047	6,536	3,900	19,997	165	1,366	3,073	48,084
Dist. of Col.	2,690	...	3,942	59,832	193	...	113	66,770
Puerto Rico	12,985	4,182	7,452	...	277	9	...	24,905

**Source:* Federal Highway Administration, U.S. Department of Transportation.

(a) Apportioned October 1, 1979.

(b) Apportioned November 8, 1978.

(c) Apportioned October 1, 1979. These funds are limited to those forest highways which are on a federal-aid system as provided in Section 141 of the 1970 Federal Aid Highway Act.

(d) Does not include funds for the following programs: urban high density, priority primary, emergency relief, discretionary bridges, public lands, bridges over dams, great river road, and other special programs authorized under the 1978 Surface Transportation Assistance Act. These funds are allocated from the Highway Trust Fund.

Table 6
URBAN MASS TRANSPORTATION ADMINISTRATION: DISTRIBUTION OF FUNDS*
(Fiscal 1965-77 and fiscal 1979)

	Capital Improvement: Section 3		*Capital & Operating Assistance: Section 5*		*Technical Studies: Section 9*		*Elderly and Handicapped: Section 16(b)(2)*	
State or other jurisdiction	*Fiscal 1965-77*	*Fiscal 1979*	*Fiscal 1965-77*	*Fiscal 1979*	*Fiscal 1965-77*	*Fiscal 1979*	*Fiscal 1965-77*	*Fiscal 1979*
Alabama	$ 6,023,568	$ 714,000	$ 4,294,224	$ 4,011,081	$ 1,061,685	$ 213,000	$ 327,136	$ 499,856
Alaska	3,425,654	...	548,894	205,824	226,296	115,000	90,792	112,084
Arizona	19,052,101	4,539,956	10,454,580	7,062,449	1,430,554	325,000	220,012	342,500
Arkansas	3,214,057	126,720	1,014,921	1,685,496	562,642	128,000	833,488	703,971
California	784,573,539	40,775,520	201,055,817	150,251,443	37,516,088	7,738,548	3,055,568	2,244,552
Colorado	59,076,973	7,661,600	9,398,575	12,602,030	4,135,961	147,044	403,972	230,912
Connecticut	150,513,009	21,350,000	14,310,530	11,746,440	1,052,198	110,592	261,000	283,000
Delaware	6,440,275	...	2,820,217	1,666,987	613,825	123,000	4,080	...
Florida	83,164,348	172,739,829	29,297,417	34,608,955	9,602,484	838,604	699,000	924,396
Georgia	698,254,076	4,092,164	11,764,421	10,074,652	11,323,118	1,371,500	...	585,000
Hawaii	29,442,270	...	5,170,101	3,302,872	3,616,592	330,000	131,596	159,000
Idaho	667,808	440,840	487,377	1,417,146	164,270	62,000	158,000	287,730
Illinois	749,156,624	105,523,752	107,678,088	70,971,792	20,653,691	2,476,512	1,748,442	937,448
Indiana	23,788,538	699,008	19,025,513	17,335,125	2,008,768	724,148	830,518	465,000
Iowa	16,134,697	145,196	4,012,438	7,882,892	965,499	304,188	617,004	681,289
Kansas	2,548,071	...	2,814,543	4,457,297	555,420	142,000	718,604	100,352
Kentucky	32,641,385	...	11,017,518	9,010,092	1,208,913	455,488	421,700	294,876
Louisiana	30,404,493	5,891,687	7,625,655	17,402,387	3,414,397	1,435,000	882,600	329,392
Maine	3,300,746	...	964,408	2,260,259	436,497	...	357,636	208,000
Maryland	394,277,497	98,692,160	32,395,987	23,200,309	7,026,376	634,000	905,216	396,000
Massachusetts	484,034,565	29,992,111	39,597,718	36,495,532	10,454,175	1,389,700	443,548	514,483
Michigan	99,874,926	16,785,944	66,945,780	56,964,580	8,373,941	2,416,333	639,280	698,000
Minnesota	67,923,873	3,756,088	19,041,912	15,647,854	4,961,258	1,031,636	693,320	403,928
Mississippi	2,768,440	...	744,679	...	400,627	113,000	715,260	612,228
Missouri	781,050	15,996,652	20,162,348	25,477,267	5,222,104	1,244,980	962,036	1,190,768
Montana	1,061,068	...	366,914	205,045	217,633	110,056	249,796	48,392
Nebraska	12,316,578	32,000	3,610,347	3,239,472	819,460	189,000	152,048	99,971
Nevada	...	...	92,302	...	388,484	65,000	138,224	116,776
New Hampshire	2,746,112	...	456,322	...	288,040	30,480	248,176	144,000
New Jersey	256,698,045	102,432,000	13,295,201	86,720,743	1,751,300	1,158,000	1,194,636	685,600
New Mexico	6,187,742	...	...	...	435,800	92,000	425,544	156,492
New York	1,480,730,703	165,620,464	256,313,838	192,452,273	41,443,861	8,063,488	3,387,228	1,581,272
North Carolina	15,323,062	1,000,000	4,388,148	4,590,052	1,514,876	226,000	1,074,756	623,808
North Dakota	1,130,848	...	660,408	33,756	123,600	24,000	294,000	...
Ohio	168,292,458	53,962,112	66,666,035	45,393,071	9,195,042	3,068,516	756,560	1,810,000
Oklahoma	5,270,481	...	4,352,854	2,463,468	902,436	168,000	384,400	360,683
Oregon	47,769,686	9,684,140	10,352,857	9,381,588	3,005,051	368,416	513,924	281,052
Pennsylvania	410,154,128	41,399,346	83,555,596	56,946,444	17,862,413	3,409,432	1,280,048	987,360
Rhode Island	7,742,166	...	6,987,806	3,681,500	588,086	30,000	158,816	...
South Carolina	157,788	...	...	...	732,237	68,000	228,208	377,000
South Dakota	...	...	110,843	...	166,200	...	231,268	...
Tennessee	26,084,813	6,304,852	14,220,587	10,748,775	1,396,260	415,950	842,104	548,000
Texas	89,015,170	7,084,082	42,220,692	19,825,177	11,252,737	2,509,050	932,000	860,437
Utah	18,626,018	...	4,771,974	6,035,061	971,705	143,676	316,900	84,360
Vermont	771,466	1,725,924	...	...	298,588	...	...	148,280
Virginia	33,906,650	...	18,278,323	11,785,925	1,943,007	183,600	713,384	220,552
Washington	119,422,251	9,695,876	10,132,587	6,887,058	5,949,309	755,606	696,660	227,740
West Virginia	76,210,301	752,116	3,103,445	2,205,474	993,529	50,000	...	283,000
Wisconsin	37,367,416	8,399,600	9,506,098	6,283,408	2,917,997	1,434,828	632,148	415,000
Wyoming	...	...	...	...	20,000	...	81,744	...
Dist. of Col.	26,037,250	...	16,449,285	22,355,459	10,700,850	2,879,987	156,652	354,904

---

*Source: Urban Mass Transportation Administration, U.S. Department of Transportation. Information refers to sections in the Urban Mass Transportation Act of 1964, as amended:

Section 3—*Capital Improvement Grants* are made to public agencies and provide 80% of the cost of new system equipment, property acquisition, construction and modernization of transit facilities.

Section 5—*Operating Assistance Grants* are made to public agencies and cover up to 50% of the operating deficits involved in providing transit service and 80% of the cost for annual routine bus and related equipment replacements.

Section 9—*Technical Studies Grants* are made to public agencies and provide 80% of the cost of transportation planning, engineering surveys, and designing and evaluation of urban transportation projects.

Section 16(b)(2)—*Capital Assistance Grants to Support Transit for Elderly and Handicapped Riders* provide funds to private nonprofit organizations for providing transit services for elderly and handicapped persons where existing transportation services are unavailable, insufficient, or inappropriate for elderly and handicapped persons. Section 3 funds are also available to public agencies for elderly and handicapped transportation services.

Grants may cover more than one year's program activities; therefore, some states may not have fiscal 1979 funds in specific grant categories.

Table 7
STATE NO-FAULT MOTOR VEHICLE INSURANCE LAWS*

State	*Purchase of first-party benefits*	*Minimum tort liability threshold(a)*	*Maximum first-party (no-fault) benefits*			
			Medical	*Income loss*	*Replacement services*	*Survivors/funeral benefits*
Arkansas	Optional	None	$2,000 if incurred within 2 yrs.	70% of lost income up to $140/wk. beginning 8 days after accident, for up to 52 wks.	Up to $70/wk. beginning 8 days after accident, for up to 52 wks.	$5,000
Colorado	Mandatory	$500	$25,000 if incurred within 3 yrs. (additional $25,000 for rehabilitation)	Up to $125/wk. for up to 52 wks.	Up to $15/day for up to 52 wks.	$1,000
Connecticut	Mandatory	$400	Limited only by total benefits limit	85% of actual loss for income loss & replacement services up to $200/wk.		85% of actual loss for income loss & replacement services up to $200/wk. Funeral benefit: $2,000
			$5,000 overall max. on first-party benefits			
Delaware	Mandatory	None; but amt. of no-fault benefits received cannot be used as evidence in suits for general damages	Limited only by total benefit limit, but must be incurred within 2 yrs.	$100 of loss; no weekly max.	Limited only by total benefits limit	Funeral benefit: $2,000
			$10,000 per person, $20,000 per accident overall max. on first-party benefits			
Florida	Mandatory	No dollar threshold(b)	80% of all costs	60% of loss; no weekly max.	Limited only by total benefits limit	Funeral benefit: $1,000
			$10,000 overall max. on first-party benefits			
Georgia	Mandatory	$500	$2,500	85% of lost income up to $200/wk.	$20/day	Max. wage loss & replacement services amounts. Funeral benefit: $1,000
			$5,000 overall max. on first-party benefits			
Hawaii	Mandatory	Floating threshold set annually by insurance commissioner.	Limited only by total benefits limit(c)	Up to $800/month for income loss and replacement services (c)		Up to $800/month for income loss & replacement services. Funeral benefit: $1,500
			$15,000 overall max. on first-party benefits			
Kansas	Mandatory	$500	$2,000 (additional $2,000 for rehab.)	85% of lost income up to $650 a month for 1 yr.	$12/day for 1 yr.	Up to $650/month for lost income & $12/day for replacement services, less disability payments received, for up to 1 yr. Funeral benefit: $1,000
Kentucky	(d)	$1,000	Limited only by total benefits limit	85% of lost income (more if tax advantage is less than 15%) up to $200/wk.	Up to $200/wk.	Up to $200/wk. each for survivors' economic loss & survivors' replacement services loss. Funeral benefit: $1,000
			$10,000 overall max. on first-party benefits			
Maryland	Mandatory	None	Limited only by total benefits limit, but must be incurred within 3 yrs.	100% of loss; no weekly max.	Limited only by total benefits limit; only for services usually performed by nonincome-earners	Funeral benefit: limited only by total benefits limit
			$2,500 overall max. on first-party benefits for expenses incurred within 3 yrs. of accident			
Massachusetts(e)	Mandatory	$500	Limited only by total benefits limit, if incurred within 2 yrs.	Up to 75% of actual loss	Limited only by total benefits limit; payments made to nonfamily members	Funeral benefit: limited only by total benefits limit
			$2,000 overall max. on first-party benefits			
Michigan(e)	Mandatory	No dollar threshold(f)	Unlimited	85% of lost income up to $1,285/30-day period for up to 3 yrs.; max. amount adjusted annually for cost of living	$20/day for 3 yrs.	Up to $1,000/30-day period for lost income & $20/day for replacement services, for up to 3 yrs. Funeral benefit: $1,000

---

*Source: National Conference of State Legislatures. Updated through State Farm Insurance Agencies' *No Fault Press Reference Manual*.

(a) Refers to minimum amount of medical expenses necessary before victim can sue for general damages ("pain and suffering"). Lawsuits allowed in all states for injuries resulting in death and permanent disability. Some states allow lawsuits for one or more of the following: serious and permanent disfigurement, certain temporary disabilities, loss of body member, loss of certain bodily functions, certain fractures, or economic losses (other than medical) which exceed stated limits.

Table 7—Concluded
STATE NO-FAULT MOTOR VEHICLE INSURANCE LAWS*

State	Purchase of first-party benefits	Minimum tort liability threshold(a)	Maximum first-party (no-fault) benefits			
			Medical	*Income loss*	*Replacement services*	*Survivors/funeral benefits*
Minnesota	Mandatory	$2,000	$20,000	85% of lost income up to $200/wk.	$15/day, beginning 8 days after accident	Up to $200/wk. each for income loss & replacement services. Funeral benefit: $1,250
			$10,000 max. for first-party benefits other than medical			
New Jersey	Mandatory	$200	Unlimited	100% of lost income up to $100/wk. for 1 yr.	Up to $12/day up to a max. of $4,380/person	100% of lost income up to $100/wk. & $12/day for replacement services. Up to difference between aggregate amount payable & amount received by victim. Funeral benefit: $1,000
New York	Mandatory	$500	Limited only by total benefits limit	80% of lost income up to $1,000/ month for 3 yrs.	$25/day for 1 yr.	$2,000 in addition to other benefits
			$50,000 overall max. on first-party benefits			
North Dakota	Mandatory	$1,000	Limited only by total benefits limit	85% of lost income up to $150/wk.	$15/day	85% of lost income up to $150/wk. & $15/day for replacement services. Funeral benefit: $1,000
			$15,000 overall max. on first-party benefits			
Oregon	Mandatory	None	$5,000, if incurred within 1 yr.	70% of lost income up to $750/month for up to 52 wks., only if victim is disabled at least 14 days	Up to $18/day for up to 52 wks., only if victim is disabled at least 14 days	Funeral benefit: $1,000
Pennsylvania	Mandatory	$750	Unlimited	Up to $15,000(g)	Up to $25/day for 1 yr.	Income loss & replacement services benefits up to $5,000. Funeral benefit: $1,500
South Carolina	Mandatory	None	Limited only by total benefits limit if incurred within 3 yrs.	100% of lost income. No weekly limit	Limited only by total benefits limit	Funeral benefit: limited only by total benefits limit
			$1,000 overall max. on first-party benefits			
South Dakota	Optional	None	$2,000 if incurred within 2 yrs.	$60/wk. for up to 52 wks., only if victim is disabled at least 14 days	$30/wk. for up to 52 wks., only if victim is disabled at least 14 days. Benefits to nonwage-earning named insureds only	$10,000 death benefit if death occurs within 90 days of accident
Texas	Optional	None	Limited only by total benefits limit if incurred within 3 yrs.	100% of lost income; no weekly limit	Limited only by total benefits limit. Payable only to nonwage-earners	Limited only by total benefits limit
			$2,500 overall max. on first-party benefits			
Utah	Mandatory	$500	$2,000	85% of lost income up to $150/wk. for up to 52 wks. 3-day waiting period which does not apply if disability lasts longer than 14 days	$12/day for up to 365 days. 3-day waiting period which does not apply if disability lasts longer than 14 days	$2,000 death benefit. Funeral benefit: $1,000
Virginia	Optional	None	$2,000 if incurred within 1 yr.	100% of lost income up to $100/wk. for up to 52 wks.	None	Funeral benefit: included in medical benefit

---

(b) Victim cannot sue for general damages unless injury results in significant and permanent loss of important body function, permanent injury, significant and permanent scarring or disfigurement, or death.

(c) Income loss not payable to public assistance recipients receiving free insurance.

(d) Accident victim is not bound by tort restriction if (1) he has rejected the tort limitation in writing or (2) he is injured by a driver who has rejected the tort limitation in writing. Rejection bars recovery of first-party benefits.

(e) Liability for property damage for all states with no-fault insurance is under the state tort system. Michigan and Massachusetts have no tort liability for vehicle damage.

(f) Victim cannot sue for general damages unless injuries result in death, serious impairment of bodily function, or serious permanent disfigurement.

(g) Maximum monthly income loss benefit of $1,000 times the relationship of the average Pennsylvania per capita income to the average U.S. per capita income; or 100% of income loss if income is disclosed prior to accident.

Table 8
MOTOR VEHICLE LAWS (a)*
As of January 1980

State or other jurisdiction	Age for driver license		Driver license renewal (in years)	Financial responsibility law (b)	No-fault insurance law	Safety inspection	Transfer of plates to another owner
	Regular	Restrictive					
Alabama	16	14(c)	4	★	...	(d)	★
Alaska	18	16(e)	3	★	...	Spot	★
Arizona	18	16(e)	3	★	...	...	★
Arkansas	18	14(e)	2 or 4	★	★	★	...
California	18	16(f)	4	★(g)	...	Spot	★
Colorado	21	16(f)	4	★	★(h)	★	...
Connecticut	18	16(f)	4	★	★(h)	Spot	...
Delaware	18	16(f)	4	★	★(h)	★	★
Florida	18	15(e)	4	★	★(h)	★	...
Georgia	18	16(e)	4	★(g)	★(h)	★	★
Hawaii	18	15(e)	2 or 4	★	★(h)	★	★
Idaho	16	14(f)	3	★	...	...	...
Illinois	18	16(e,f)	3	★	...	Trucks only	...
Indiana	16½	16+1 mo.(f)	4	★	...	★	...
Iowa	18	16(f)	2 or 4	★	...	Spot(i)	...
Kansas	16	14	4	...	★(h)	★(i)	...
Kentucky	18	16(e)	2	★	★(h)	...	★
Louisiana	17	15	4	★(g)	...	★	★
Maine	17	15(f)	2 or 4	★	...	★	...
Maryland	18	16(e,f)	4	...	★(h)	★(i)	...
Massachusetts	18	16½(e,f)	4	★(g)	★(h)	★	...
Michigan	18	16(e,f)	2 or 4	...	★(h)	Spot	...
Minnesota	18	16(f)	4	...	★	Spot(d)	★
Mississippi	15	...	2	★	...	★	★
Missouri	16	15(f)	3	★	...	★	...
Montana	18	15(e,f)	4	★	(h)	...	...
Nebraska	16	14	4	★	...	★	...
Nevada	18	16(e)	4	★	★(h)	...	...
New Hampshire	18	16(f)	4	★	...	★	...
New Jersey	17	16	2	★(j)	★(h)	★	...
New Mexico	16	15(f)	4	★(k)	...	...	...
New York	18	17(f)	4	★(g,k)	★(h)	★	...
North Carolina	18	16(e,f)	4	★	(h)	★	...
North Dakota	16	14(e,f)	4	★(j)	★(g)	Spot	★
Ohio	18	14	4	★	...	Spot	...
Oklahoma	16	15½(f)	2	★(g)	...	★	★
Oregon	16	14	4	★	★(h)	Spot	★
Pennsylvania	18	16(e,f)	2	...	★(h)	★	...
Rhode Island	18	16(f)	2	★	...	★	...
South Carolina	16	15	4	★(g)	★(h)	★	★
South Dakota	16	14	4	★	★	★	★
Tennessee	16	14	2	★	...	(d)	...
Texas	18	15(f)	4	★(k)	★	★	★
Utah	16	...	4	★	★(h)	★	...
Vermont	18	16	2	★	...	★	...
Virginia	18	16(e,f)	4	★	★	★	...
Washington	18	16(f)	2	★	...	Spot	★
West Virginia	18	16(e)	4	★	...	★	...
Wisconsin	18	16(f)	2	★	...	Spot	...
Wyoming	18	16(e)	4	★	...	...	...
Dist. of Columbia	18	16(e)	4	★	...	★	...
Guam	18	16(e)	3	★	...	★	...
Puerto Rico	18	16(e)	4	★	...	★	★
Virgin Islands	18	...	3	★(g)	(h)	★	...

---

*Compiled from data supplied by the American Automobile Association.

(a) All jurisdictions except Guam have law providing for chemical test for intoxication. All, except District of Columbia, have implied consent provision. In Maryland, express consent for residents, implied consent for nonresidents.

(b) Security and/or future proof requirements.

(c) Restricted to motor-driven cycle, 5 h.p., 200 lb. maximum.

(d) Certain or all cities may provide for compulsory inspection.

(e) Need consent of parent or guardian.

(f) Must have completed approved driver education course.

(g) Compulsory.

(h) Purchase of insurance is compulsory, whether no-fault or other.

(i) Iowa: required prior to first registration and on all transfers. Kansas: required upon resale, accident, and new title vehicle. Maryland: used passenger cars, ½ and ¾ ton trucks, and camping and travel trailers up to 35 feet in length, upon resale or transfer.

(j) Unsatisfied claim and judgment fund.

(k) Mandatory uninsured motorist coverage.

Table 9
STATE MOTOR VEHICLE REGISTRATIONS: 1978*

State or other jurisdiction	Automobiles (a)	Motorcycles (a)	Buses (a,b)	Trucks (a)	Comparison of total motor vehicle registrations		
					1977	1978	Percentage change
Total	116,574,999	5,141,957	500,362	31,702,604	147,261,599	153,919,922	4.5
Alabama	2,054,436	66,178	8,413	713,628	2,745,267	2,842,655	3.5
Alaska	164,225	12,249	1,436	96,249	270,800	274,159	1.2
Arizona	1,191,340	69,171	3,408	470,220	1,619,337	1,734,139	7.1
Arkansas	974,123	31,399	6,319	478,102	1,454,160	1,489,943	2.5
California	12,085,836	662,884	22,973	3,468,092	15,636,528	16,239,785	3.9
Colorado	1,905,613	118,753	5,335	623,161	2,268,744	2,652,862	16.9
Connecticut	2,006,252	73,109	8,439	166,080(c)	2,159,701	2,253,880	4.4
Delaware	314,871	8,565	1,517	69,401	382,042	394,354	3.2
Florida	5,738,031	152,935	26,065	1,151,844	6,444,268	7,068,875	9.7
Georgia	2,864,217	102,620	5,737	785,205	3,594,492	3,757,779	4.5
Hawaii	450,687	6,321	2,944	80,122	527,462	540,074	2.4
Idaho	471,065	46,715	2,796	289,174	762,265	809,750	6.2
Illinois	5,883,525	247,795	24,170	1,184,958	7,099,711	7,340,448	3.4
Indiana	2,820,510	154,330	17,049	900,966	3,739,137	3,892,855	4.1
Iowa	1,716,928	174,764	8,921	601,390	2,382,058	2,502,003	5.0
Kansas	1,344,319	84,832	3,712	586,671	1,977,986	2,019,534	2.1
Kentucky	1,804,146	60,989	7,896	731,848	2,511,123	2,604,879	3.7
Louisiana	1,834,306	72,420	18,420	712,167	2,490,507	2,637,313	5.9
Maine	533,507	35,356	2,395	172,059	751,451	743,317	-1.1
Maryland	2,260,337	68,325	10,212	428,043	2,656,349	2,766,917	4.2
Massachusetts	3,199,821	83,854	11,543	424,500	3,605,882	3,719,718	3.2
Michigan	5,123,926	242,400	15,738	1,105,516	6,247,180	6,487,580	3.8
Minnesota	1,962,130	420,470	16,118	704,688	2,962,335	3,103,406	4.8
Mississippi	1,124,059	28,989	8,712	441,107	1,521,963	1,602,867	5.3
Missouri	2,360,828	87,053	9,294	787,913	3,147,789	3,245,088	3.1
Montana	518,170	54,051	2,208	306,118	772,294	880,547	14.0
Nebraska	845,998	49,960	3,513	372,113	1,258,099	1,271,584	1.1
Nevada	436,471	20,667	1,287	152,491	568,790	610,916	7.4
New Hampshire	555,644	41,370	1,328	92,861(c)	591,067	691,203	16.9
New Jersey	4,095,492	89,741	12,539	446,610(c)	4,498,441	4,644,382	3.2
New Mexico	641,219	42,691	3,688	344,018	945,953	1,031,616	9.1
New York	6,907,661	144,438	31,674	927,335(c)	7,862,668	8,011,108	1.9
North Carolina	3,262,223	97,256	26,220	1,007,995	4,183,544	4,393,694	5.0
North Dakota	351,449	27,075	1,802	245,884	606,482	626,210	3.3
Ohio	6,314,639	239,490	23,959	1,573,849	7,758,012	8,151,937	5.1
Oklahoma	1,649,629	114,108	9,328	777,472	2,406,439	2,550,537	6.0
Oregon	1,455,927	74,276	7,753	457,329	1,861,240	1,995,285	7.2
Pennsylvania	5,652,375	183,045	25,799	1,033,650(c)	6,660,431	6,894,869	3.5
Rhode Island	574,829	24,333	1,798	78,296(c)	694,218	679,256	-2.2
South Carolina	1,503,313	35,411	10,569	409,947	1,898,878	1,959,240	3.2
South Dakota	360,445	27,667	2,790	217,588	587,333	608,490	3.6
Tennessee	2,351,910	82,888	9,175	550,137	3,082,810	2,994,110	-2.9
Texas	7,349,070	218,966	31,590	2,770,884	9,774,846	10,370,510	6.1
Utah	657,616	52,507	1,148	303,212	961,635	1,014,483	5.5
Vermont	293,091	18,205	1,204	66,749	337,290	379,249	12.4
Virginia	2,936,067	72,175	11,462	491,493	3,332,446	3,511,197	5.4
Washington	2,131,348	106,978	11,728	816,894	3,010,321	3,066,948	1.9
West Virginia	840,256	47,130	3,059	328,796	1,192,817	1,219,241	2.2
Wisconsin	2,239,107	143,661	10,488	578,004	2,800,294	2,971,260	6.1
Wyoming	293,722	17,867	2,188	164,279	392,090	424,056	8.2
Dist. of Col.	222,290(d)	3,525	2,503	15,496	264,624	243,814	-7.9

**Source:* Federal Highway Administration, U.S. Department of Transportation. Compiled for calendar year ending December 31, 1978, from reports of state authorities. Where the registration year is not more than one month removed from the calendar year, registration-year data is given. Where the registration year is more than one month removed, registrations are given for the calendar year.

(a) Includes federal, state, county, and municipal vehicles. Vehicles owned by the military services are not included.

(b) Those portions of the total which reflect the number of private and commercial buses are estimates by the Federal Highway Administration of the numbers in operation, rather than the registration counts of the states.

(c) The following farm trucks, registered at a nominal fee and restricted to use in the vicinity of the owner's farm, are not included in this table: Connecticut, 4,390; New Hampshire, 4,177; New Jersey, 6,868; New York, 16,346; Pennsylvania, 14,594; and Rhode Island, 1,503.

(d) Includes 2,952 automobiles of the Diplomatic Corps.

Table 10
MOTOR VEHICLE OPERATORS AND CHAUFFEURS LICENSES: 1979*

	Operators licenses			*Chauffeurs licenses*			
State or other jurisdiction	*Years for which issued*	*Renewal date*	*Amount of fees*	*Years for which issued*	*Renewal date*	*Amount of fees*	*Estimated total licenses in force during 1979 (in thousands)*
Alabama	4	Birthday	$10.00	...	...	...	2,181
Alaska	3	Birthday	5.00	...	...	...	223
Arizona	3	Birthday	5.00	3	Birthday	$ 7.50	1,560
Arkansas	2 or 4	Birth month	6.00 or 12.00	2 or 4	Issuance	11.00 or 21.00	1,384
California	4	Birthday	3.25	4	Birthday	3.25	15,157
Colorado	4	Birthday	5.50	3	Birthday	2.25	2,035
Connecticut	4	Birthday	21.00	4	Birthday	5.00	2,089
Delaware	4	Birthday	10.00	1	August 31	1.00	405
Florida	4	Birthday	6.50	4	Birthday	10.50	6,858
Georgia	4	Birthday	4.50	4	Birthday	8.50	3,270
Hawaii	2 or 4(a)	Birthday	2.00 or 4.00(a)	2 or 4(a)	Birthday	2.00 or 4.00(a)	540
Idaho	3	Birthday	7.00	3	Birthday	9.00	585
Illinois	3	Issuance	8.00	3	Birthday	8.00	7,065
Indiana	4	Birth month	6.00	2	Birth month	4.00	3,588
Iowa	2 or 4(b)	Birthday	5.00 or 10.00(b)	2 or 4(b)	Birthday	10.00 or 20.00(b)	2,057
Kansas	4	Birthday	6.50	4	Birthday	10.00	1,808
Kentucky	2	Birth month	4.00	2	Birth month	4.00	2,069
Louisiana	4	Birthday	7.00	2	Birthday	9.00	2,294
Maine	2 or 4	Birthday	5.00 or 10.00	4	Birthday	10.00	700
Maryland	4	Birthday	6.00	4	Birthday	6.00	2,604
Massachusetts	4	Birthday	10.00	1	Issuance	2.50	3,784
Michigan	2 or 4	Birthday	3.75 or 7.50	4(c)	Birthday	14.50	6,359
Minnesota	4	Birthday	5.00	4	Birthday	2.50	2,282
Mississippi	2	Birth month	5.00	2	Birth month	9.25	1,621
Missouri	3	Issuance	3.00	3	Issuance	10.00	3,209
Montana	4	Birthday	8.00	4	Birthday	8.00	569
Nebraska	4	Birthday	7.00	...	...	...	1,079
Nevada	4	Birthday	6.00(d)	4	Birthday	6.00	490
New Hampshire	4	Birthday	12.00	4	Birthday	12.00	609
New Jersey	2	Issuance	8.00	2	Issuance	8.00	4,610
New Mexico	4	Birthday	8.00	1	Birth month	3.25	805
New York	4	Birthday	4.00	4	Birth month	8.00	9,487
North Carolina	4	Birthday	4.00	2	Birthday	5.00	3,663
North Dakota	4	Birthday	8.00	4	Birthday	8.00	413
Ohio	4	Birthday	5.00	4	Birthday	5.00	8,327
Oklahoma	2	Birth month	9.00	2	Birth month	11.00	1,881
Oregon	4	Birthday	9.00	4	Birthday	5.00	1,830
Pennsylvania	2	Birth month	5.00	2	Birth month	10.00	7,270
Rhode Island	2	Birthday	8.00	2	Birthday	8.00	589
South Carolina	4	Birthday	4.00	1	January 1	2.00	1,829
South Dakota	4	Birthday	6.00	...	...	...	476
Tennessee	2	Birthday	6.00	2	Birthday	8.00	2,730
Texas	4	Birthday	7.00	2	Birthday	13.00	8,701
Utah	4	Birthday	5.00	4	Birthday	5.00	772
Vermont	2	Birthday	8.00	...	...	...	332
Virginia	4	Birth month	9.00	1	Birth month	12.00	3,340
Washington	2	Birthday	7.00	2	Birthday	12.00	2,471
West Virginia	4	Issuance	5.00	1	Issuance	3.00	1,457
Wisconsin	2	Birthday	6.50	1	Birthday	4.00	2,954
Wyoming	4	Birthday	2.50	3	Birthday	2.50	312
Dist. of Columbia	4	Issuance	12.00	...	...	...	369
Guam	3	Birthday	5.00	...	...	...	N.A.
Puerto Rico	4	Issuance	5.00	...	...	...	N.A.
Virgin Islands	3	Birthday	9.00	...	...	...	N.A.

---

*Sources: American Automobile Association, *Registration and License Laws for Passenger Cars;* Federal Highway Administration, U.S. Department of Transportation, *1978 Driver License Administration Requirements and Fees;* and Highway Statistics of the Federal Highway Administration.

N.A.—not available.

(a) Two years at $2 per persons 15-24 years old and 65 years old and over; 4 years at $4 for persons 25-64 years old.

(b) Two years at $5 for operators licenses and $10 for chauffeurs licenses for persons 16-17 years old and 65 years old and over; 4 years at $10 for operators and $20 for chauffeurs 18-64 years old.

(c) One year original, 4 years renewal. Persons 60 and over have the option to renew license annually unless it has been previously suspended or revoked. A 2-year license is issued to applicants with poor driving records.

(d) If applicant is 70 or over, the cost is $3.

Table 11
CAR POOL AND FRINGE PARKING PROJECTS FINANCED WITH FEDERAL AID*
(Authorized from January 1, 1974 to April 30, 1979)

State or other jurisdiction	Fringe parking (a)	Car pool facilities (b)	Computerized car pool matching programs (c)	Total
Total	$27,090,866	$9,138,656	$15,675,368	$51,904,891
Alabama	...	...	135,000	135,000
Alaska	...	18,000	95,200	113,200
Arizona	...	...	...	...
Arkansas	...	...	...	...
California	6,706,924	77,845	3,524,212	10,308,981
Colorado	433,072	36,900	371,054	841,026
Connecticut	527,065	910,803	...	1,437,868
Delaware	...	...	...	...
Florida	...	1,206,000	391,896	1,597,896
Georgia	361,972	...	84,136	446,108
Hawaii	...	576,209	...	576,209
Idaho	...	79,335	3,465	82,800
Illinois	4,397,239	...	...	4,397,239
Indiana	...	...	29,958	29,958
Iowa	...	...	31,156	31,156
Kansas	...	...	15,300	15,300
Kentucky	...	...	879,928	879,928
Louisiana	...	...	402,796	402,796
Maine	...	9,000	14,400	23,400
Maryland	395,911	173,025	840,007	1,408,943
Massachusetts	322,877	492,652	641,070	1,456,599
Michigan	...	218,090	13,124	231,214
Minnesota	...	...	700,875	700,875
Mississippi	...	...	9,343	9,343
Missouri	...	166,226	...	166,226
Montana	...	...	5,697	5,697
Nebraska	...	...	445,500	445,500
Nevada	...	...	...	...
New Hampshire	...	23,541	100,973	124,514
New Jersey	4,467,392	118,950	499,500	5,085,842
New Mexico	...	167,548	...	167,548
New York	1,154,161	1,447,227	117,000	2,718,388
North Carolina	...	...	...	...
North Dakota	...	108,000	3,921	111,921
Ohio	...	...	45,000	45,000
Oklahoma	...	...	...	...
Oregon	922,690	373,589	787,338	2,083,617
Pennsylvania	347,535	454,376	982,629	1,784,540
Rhode Island	7,341	6,630	339,750	353,721
South Carolina	...	...	...	...
South Dakota	...	...	...	...
Tennessee	...	...	303,300	303,300
Texas	1,149,030	55,895	1,879,702	3,084,627
Utah	99,610	...	...	99,610
Vermont	...	...	100,000	100,000
Virginia	3,142,399	...	...	3,142,399
Washington	1,750,458	2,385,833	1,368,536	5,504,827
West Virginia	...	...	...	...
Wisconsin	905,189	32,982	270,000	1,208,171
Wyoming	...	...	...	...
Dist. of Col.	...	...	219,302	219,302
Puerto Rico	...	...	24,300	24,300

*Source: Federal Highway Administration, U.S. Department of Transportation.

(a) Includes all change-of-mode transportation facilities involving public transportation facilities.

(b) Projects not involving public transportation modes, e.g., designation of car pool only lanes, car pool only parking, van pool demonstration, etc.

(c) Projects for locating and informing potential riders of ride-sharing opportunities.

3. Human Services

STATE HEALTH AGENCY PROGRAMS

By Jonathan Bromberg and Ronald E. Whorton*

PUBLIC HEALTH PROGRAMS of state health agencies (SHAs) may be classified into six program areas—personal health, environmental health, health resources, laboratory, general administration and services, and funds to local health departments not allocated to program areas. In addition, some state health agencies are designated within their states to administer the Medicaid program for providing the poor and near-poor with health care. Since it is primarily a payment program, Medicaid is treated here as public welfare rather than public health.

This chapter presents a brief summary of public health programs of state health agencies, but does not report public health activities of other state agencies. Information is based on data collected on such programs by the Association of State and Territorial Health Officials (ASTHO) through its National Public Health Program Reporting System (NPHPRS).[1]

Expenditures

Public health expenditures of 57 SHAs[2] were $3.3 billion in fiscal 1978, an increase of about 14 percent over the $2.9 billion reported by those SHAs for 1977. The distribution of these expenditures to the six program areas is displayed in Table 1.

Among the individual SHAs, the range of expenditures for public health programs was from $2 million to $278 million. This large spread in expenditures is related both to the variation in state populations and to the wide variation in responsibilities of these agencies. While some SHAs have responsibility only for traditional public health services, others have such additional responsibilities as the provision of services for mental health and for the operation of hospitals and other institutions. Furthermore, the balance of responsibility between state and local governments for public health services varies greatly from one state to the next.

Of the $3.3 billion in public health expenditures, $2.3 billion—almost three fourths of the total—was used for personal health programs, with $664 million of that amount spent for the operation of hospitals and other institutions by 25 SHAs. Expenditures for each of the other program areas ranged from about $61 million to $300 million.

Sources of Funds

The funds for public health programs come from state, federal, local, and other sources. These sources provided 55 percent, 35 percent, and 10 percent, respectively, of the $3.3 billion expended for public health programs.

---

*Mr. Bromberg is Chief, Analysis and Reports Unit, and Mr. Whorton is Project Director, National Public Health Program Reporting System of the Association of State and Territorial Health Officials. This chapter is based upon work performed pursuant to Contract 240-79-0006 with the Health Services Administration, the Department of Health, Education, and Welfare.

Examination of the sources of funds by program area reveals a varied pattern of support. While state funds always were the largest source of funds for each program area, federal funds also were of great significance. For example, funds from the federal government accounted for nearly 38 percent of the expenditures for health resources programs and for more than half of the noninstitutional personal health programs. Table 2 displays the distribution of the major sources of funds, by program area.

Funds from state sources for the 57 SHAs increased from $1.6 billion in 1977 to $1.8 billion in 1978, an increase of about 11 percent. Federal sources provided SHAs with nearly $1,133 million in 1978, a 21 percent increase over the $936 million in such funds reported for 1977. Most prominent among the various federal sources of funds were the Department of Agriculture's Supplemental Food Program for Women, Infants and Children ($346 million); Maternal and Child Health, Title V, Social Security Act ($232 million); and the Comprehensive Public Health Services Formula Grants, Section 314(d)(7)(A), Public Health Service Act ($76 million). The 314(d) funds are the only federal formula grants to SHAs which are not tied to specific program categories. These funds are particularly valuable to the states since they can be used to meet public health needs as seen by the individual states. Table 4 provides a comprehensive display of the individual sources of funds for public health programs, by program area.

Personal Health

Expenditures for personal health programs of SHAs were $2.3 billion in 1978, about 72 percent of all their public health program expenditures. The personal health programs of SHAs have been placed into nine program categories—general and supporting, maternal and child health, crippled children, communicable disease, dental health, chronic disease, mental health and related areas, SHA-operated institutions, and other personal health. The most important of these categories in terms of funds expended were maternal and child health ($770 million), and SHA-operated institutions ($664 million). Figure 1 displays the personal health program expenditures of SHAs by program category.

In addition to SHA-operated institution programs, other personal health programs provided inpatient care by purchasing hospital services. It is not possible to state with precision the magnitude of the expenditures of SHAs for this purchased care; however, NPHPRS has estimated $135 million in such expenditures. This figure, added to the $664 million expended for all services of SHA-operated institution programs, indicates that SHA expenditures for hospital and other institutional services are of the order of magnitude of $800 million—more than one third of all personal health expenditures.

While the SHA programs provided general services for protection of the health and well-being of the entire population, they also provided direct personal health services to an estimated 64 million persons—more than one of every four Americans. The services most often provided were health screening to 38 million persons and immunizations of 15 million persons. Inpatient care was provided to 500,000 persons. The program categories which provided services to the greatest number of persons were communicable disease programs (29 million) and maternal and child health programs (16 million) (see Table 3).

Environmental Health

Historically, environmental health services were provided by state and local health departments. With the growing national concern over environmental threats has come the creation of new state and local agencies whose primary purpose is the protection of the environment. After the federal government created the Environmental Protection Agency in 1970, some states reorganized their own agencies in line with the federal model, thereby divesting SHAs of such functions as water pollution control and solid waste management. As a result of these shifts, environmental health responsibilities and services of SHAs now vary widely.

For 1978, 54 SHAs reported environmental health programs with expenditures of $238 million (excluding capital expenditures), an 11 percent increase over the $215 million reported for like programs of the same SHAs for 1977.

The environmental health program area has seven categories: air quality control, consumer protection and sanitation, radiation control, occupational health and safety, waste management, water quality control, and general environmental health. Figure 2 displays the environmental health expenditures of SHAs, by program category.

The types of activities carried out by these programs include standard-setting, enforcement of laws and regulations, conducting environmental planning studies, and preparing environmental impact statements.

Certain environmental health activities are common to most SHAs. Taken together, the environmental health programs of SHAs made 4.4 million field inspections; trained some 213,000 persons; issued licenses, permits, or registrations for more than 1.3 million persons or establishments; and took more than 145,000 enforcement actions.

Health Resources

As a result of the growth in national concern over the cost, accessibility, and quality of health care, many new initiatives have been undertaken by state, federal, and local governments to deal with these problems. Most prominent is the Health Planning and Resources Development Act of 1974 (P.L. 93-641) which created the national complex of local Health Systems Agencies (HSAs) and State Health Planning and Development Agencies (SHPDAs). In addition, the Carter Administration is working on health care cost containment legislation and a national health insurance plan. A variety of other legislative actions such as certificate of need and professional standards review organizations are attempts at solving some of the perceived problems with our nation's health resources.

Fifty-six SHAs reported health resources programs with expenditures of $299 million (excluding capital expenditures), an increase of about 11 percent over the $268 million reported for like programs of the same SHAs for 1977. Figure 3 displays the health resources expenditures of SHAs by program category. In terms of funds expended, the most prominent were health facilities and services regulation ($158 million) and health statistics ($47 million).

Nearly 53 percent of the funds for health resources programs came from state sources, about 38 percent from federal funds, and almost 10 percent from other sources.

Laboratories

All SHAs provide laboratory services and 53 reported one or more separate laboratory programs for 1978, with expenditures of $131 million, a 12 percent increase over the $117 million reported by the same SHAs for like programs in 1977.

NPHPRS classifies laboratory programs into the following categories: general laboratory, clinical laboratory, environmental health laboratory, laboratory regulation, and medical examiner. Most were reported as general laboratory programs with expenditures of $87 million. Nine SHAs reported clinical laboratory programs with expenditures totaling $23 million, and eight reported environmental health laboratory programs with total expenditures of $12 million.[3]

Local Health Departments

While SHAs are the focal points for the statewide coordination, planning, and delivery of public health services, in most states it is the local health departments (LHDs) that provide the bulk of direct services to the nation's population. In a few states there are no LHDs, and SHAs provide all direct public health services. In states which have LHDs, there are wide variations in the relationships between SHAs and LHDs. These range from strong control on the part of SHAs over the budgets and activities of LHDs to complete autonomy of LHDs.[4]

For the NPHPRS study, 47 SHAs reported a total of 2,783 LHDs in their states. No LHDs were reported for the District of Columbia or the territories, and four SHAs (Delaware, Rhode Island, South Dakota, and Vermont) reported that, using the NPHPRS definition of LHD, there were no LHDs in their states. Most of the LHDs are small agencies with only a few full-time employees. However, a number of them are large local agencies with thousands of employees and budgets ranging up to hundreds of millions of dollars.

SHAs reported that they granted a total of $693 million to LHDs in their states. Most of those funds were spent for personal health and environmental health programs and are reflected in the totals reported for those program areas. Fourteen SHAs were unable to provide an allocation of $61 million in funds which they granted to LHDs, thereby leaving a program area called "funds to LHDs not allocated to program areas."

Several SHAs were able to provide a reasonably comprehensive picture of the expenditures of LHDs in their states. For those states, it seems that for each dollar which the SHA granted to LHDs, the LHDs spent an additional amount of about $1.25 which they received from other sources such as local governments, fees, and direct federal grants.

Medicaid

Title XIX of the Social Security Act requires the designation of a single state agency to administer the state plan for the medical assistance program (Medicaid) in each state. Nine of the reporting SHAs were the Medicaid Single State Agencies for their states in 1978. Together, these SHAs spent a total of $4.5 billion for their Medicaid programs. This amount represents about 25 percent of the $18 billion in total Medicaid expenditures of all Medicaid Single State Agencies in the nation.[5] These funds are entirely separate from the public health expenditures discussed in this article.

Nearly half of the $3 billion in SHA expenditures for the Medicaid Single State Agencies programs came from the federal government as Title XIX grants, 41 percent came from state sources of funds, and 11 percent came from local and other sources of funds. (For further information, see Medicaid section in the chapter "Public Welfare and Services for the Aging.")

Footnotes

1. ASTHO/NPHPRS, *Comprehensive NPHPRS Report: Services, Expenditures and Programs of State and Territorial Health Agencies—Fiscal Year 1978* (Washington, D.C.: February 1980).

2. The 57 SHAs are in the 50 states, the District of Columbia, American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, the Trust Territory, and the Virgin Islands.

3. Further details on state laboratory programs are available in ASTHO/DHEW, *Consolidated Annual Report on State and Territorial Public Health Laboratories, Fiscal Year 1976* (Washington, D.C.: U.S. Department of Health, Education, and Welfare, 1978).

4. C. A. Miller, et al., "Local Public Health Departments and Their Directors," *American Journal of Public Health*, 67:931-939, 1977.

5. *Medicaid Statistics, June 1978* (Health Care Financing Administration, March 1979), p. 31.

Figure 1
PERSONAL HEALTH PROGRAM EXPENDITURES OF STATE HEALTH AGENCIES, BY PROGRAM CATEGORY, FISCAL 1978
(In millions)

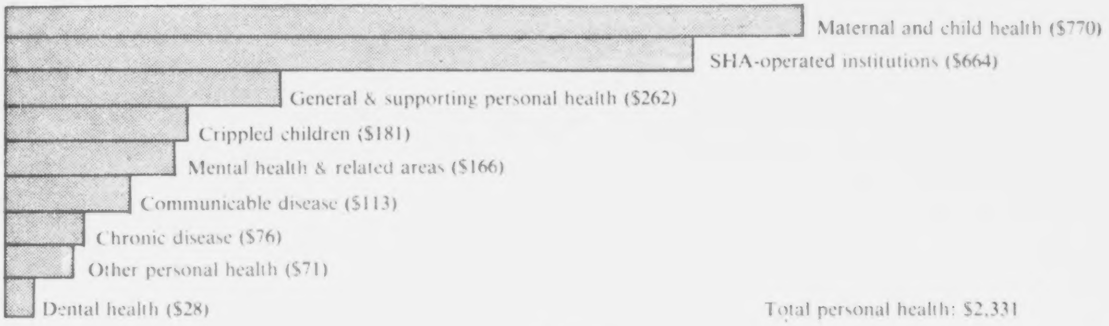


Figure 2
ENVIRONMENTAL HEALTH PROGRAM EXPENDITURES OF STATE HEALTH AGENCIES, BY PROGRAM CATEGORY, FISCAL 1978
(In millions)

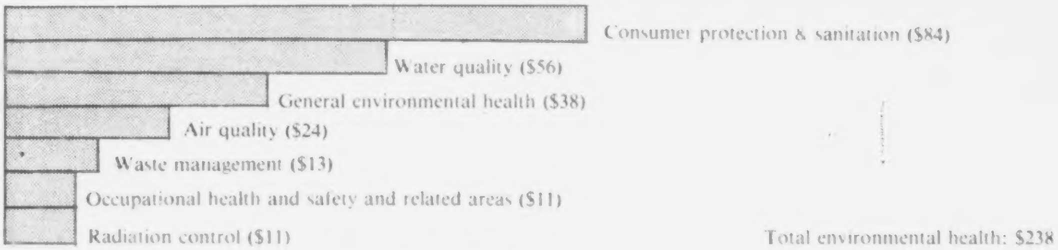


Figure 3
HEALTH RESOURCES PROGRAM EXPENDITURES OF STATE HEALTH AGENCIES, BY PROGRAM CATEGORY, FISCAL 1978
(In millions)

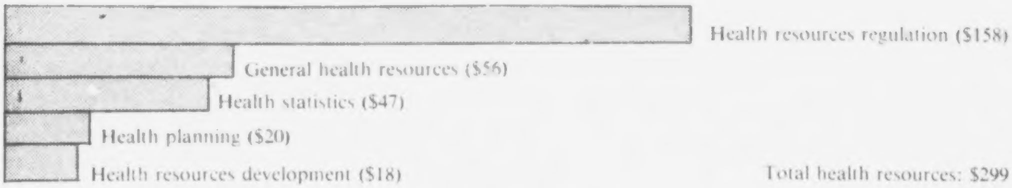


Table 1
STATE HEALTH AGENCY PUBLIC HEALTH EXPENDITURES, BY PROGRAM AREA: FISCAL 1978*
(In thousands of dollars)

State or other jurisdiction	*Total public health expenditures*	*Personal health*	*Environmental health*	*Health resources*	*Laboratory*	*General administration and services*	*Funds to local health departments not allocated to program areas*
Total	$3,255,548	$2,331,400	$237,676	$298,737	$131,127	$195,720	$60,888
Alabama	37,300	21,709	2,630	3,371	3,434	2,716	3,440
Alaska	12,309	9,413	1,172	...	1,256	467	...
Arizona	66,072	51,889	8,189	1,815	1,640	2,539	...
Arkansas	31,140	19,661	5,406	1,652	1,337	3,084	...
California	220,928	123,819	16,996	36,724	12,200	22,406	8,783
Colorado	35,897	22,599	5,003	2,395	1,230	2,360	2,310
Connecticut	33,648	23,082	756	4,399	3,039	1,945	427
Delaware	18,890	16,166	677	625	520	902	...
Florida	100,756	59,278	19,189	9,822	4,247	8,221	...
Georgia	62,193	44,077	1,129	2,168	2,426	526	11,867
Hawaii	90,623	81,234	4,088	2,150	948	2,202	...
Idaho	10,262	6,072	...	2,411	1,594	185	...
Illinois	53,917	32,391	4,573	8,256	3,085	4,372	1,239
Indiana	30,660	10,808	11,203	1,620	1,297	5,031	701
Iowa	16,289	11,711	269	3,332	...	978	...
Kansas	18,510	8,741	4,498	3,068	1,477	726	...
Kentucky	108,425	87,572	2,412	4,547	1,806	3,551	8,537
Louisiana	49,092	36,338	6,828	1,158	1,536	3,232	...
Maine	9,568	8,425	1,003	...	...	140	...
Maryland	278,347	230,268	16,164	8,182	4,100	19,634	...
Massachusetts	101,545	85,987	1,721	6,812	3,912	3,114	...
Michigan	124,304	90,169	6,756	11,103	11,762	4,514	...
Minnesota	32,980	6,236	2,146	5,714	2,657	16,227	...
Mississippi	41,721	33,592	3,480	1,885	914	1,849	...
Missouri	52,680	36,845	422	8,654	1,009	1,283	4,468
Montana	15,426	7,940	4,354	2,094	344	567	127
Nebraska	10,808	5,518	953	3,451	432	455	...
Nevada	9,140	6,314	739	690	543	338	516
New Hampshire	7,322	4,798	1,058	588	357	520	...
New Jersey	73,411	55,742	3,471	7,559	4,026	1,895	719
New Mexico	57,561	47,201	5,219	1,182	1,395	2,564	...
New York	259,188	164,708	6,003	53,062	23,544	11,871	...
North Carolina	68,266	57,006	3,864	1,193	3,673	2,529	...
North Dakota	18,469	14,660	1,654	1,112	335	708	...
Ohio	78,931	60,053	3,104	7,150	2,984	5,640	...
Oklahoma	26,776	15,633	5,923	2,412	813	1,995	...
Oregon	19,118	11,080	1,355	3,619	1,563	1,501	...
Pennsylvania	109,274	71,440	...	16,278	2,514	3,430	15,613
Rhode Island	18,807	8,541	3,002	4,042	2,220	1,002	...
South Carolina	71,622	42,543	11,510	3,321	2,389	11,859	...
South Dakota	8,747	5,338	334	2,179	367	528	...
Tennessee	80,931	57,527	11,370	4,679	3,265	4,090	...
Texas	145,930	106,503	11,152	16,763	3,071	8,440	...
Utah	18,563	10,551	3,458	2,336	1,723	495	...
Vermont	12,124	9,352	637	1,155	590	390	...
Virginia	84,577	60,773	16,541	3,283	818	3,161	...
Washington	39,522	26,885	4,160	6,398	1,356	723	...
West Virginia	66,091	56,933	1,145	3,632	1,311	929	2,141
Wisconsin	25,469	12,271	3,196	6,804	422	2,776	...
Wyoming	7,674	5,506	325	1,322	344	176	...
Dist. of Col.	49,675	44,303	...	...	890	4,483	...
American Samoa	5,535	5,147	140	111	40	97	...
Guam	3,679	2,232	774	51	164	457	...
Puerto Rico	188,024	168,083	4,442	8,149	901	6,449	...
TTPI	10,965	8,818	503	1,340	...	304	...
Virgin Islands	24,017	18,356	449	764	1,305	3,143	...
Northern Mariana Islands	1,850	1,566	128	156	...	...	...

**Source:* Association of State and Territorial Health Officials, National Public Health Program Reporting System. The data in this table relates only to expenditures of official state health agencies. The public health expenditures of other state agencies, such as separate mental health authorities, environmental protection agencies, and hospital authorities, are not reflected in this data base.

Table 2
SOURCES OF FUNDS FOR PUBLIC HEALTH EXPENDITURES OF STATE HEALTH AGENCIES, BY PROGRAM AREA: FISCAL 1978*

		Personal health						
Source of funds	*Total public health*	*Other personal health*	*SHA-operated institutions*	*Environmental health*	*Health resources*	*Laboratory*	*General administration and services*	*Local health departments unallocated*
				Millions of dollars				
Total	$3,255.5	$1,666.9	$664.5	$237.7	$298.7	$131.1	$195.7	$60.9
Subtotal, excluding federal grants and contracts	2,122.2	806.0	639.9	176.0	186.0	106.2	157.3	50.8
State	1,796.8	674.3	546.1	134.9	157.0	98.0	135.9	50.7
Local	87.0	54.6	...	18.2	2.0	0.6	11.6	...
Fees, reimbursements, and other	238.3	77.1	93.8	22.9	26.9	7.6	9.8	0.1
Federal grants and contracts	1,133.4	860.9	24.6	61.7	112.8	24.9	38.5	10.1
				Percentage distribution				
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Subtotal, excluding federal grants and contracts	65.2	48.4	96.3	74.0	62.3	81.0	80.4	83.4
State	55.2	40.5	82.2	56.8	52.6	74.8	69.4	83.2
Local	2.7	3.3	...	7.7	0.7	0.5	5.9	...
Fees, reimbursements, and other	7.3	4.6	14.1	9.6	9.0	5.8	5.0	0.2
Federal grants and contracts	34.8	51.6	3.7	26.0	37.8	19.0	19.7	16.6

**Source:* Association of State and Territorial Health Officials, National Public Health Program Reporting System.

Table 3
NUMBER OF PERSONS SERVED BY STATE HEALTH AGENCIES, BY PERSONAL HEALTH PROGRAM CATEGORY AND SELECTED TYPES OF SERVICES, FISCAL 1978*
(In thousands of persons)

Type of service provided	*Total*	*General and supporting personal health*	*Maternal and child health*	*Crippled children*	*Communicable disease*	*Dental health*	*Chronic disease*	*Mental health and related programs*	*Other personal health*	*SHA-operated institutions*
Total	64,014	1,587	15,869	1,014	29,162	6,597	7,585	471	1,174	555
Health screening	38,448	526	12,042	548	15,609	1,816	7,585	3	192	126
Immunization	14,781	181	919	10	13,647	...	3	...	20	1
Dental services	6,936	3	972	17	...	5,883	1	...	46	15
Family planning	2,771	53	2,712	...	...	...	...	...	7	...
Maternity services	560	58	495	...	...	U	U	...	3	5
Genetic counseling	23	(a)	16	5	...	...	3	...	U	(a)
WIC nutrition services	2,080	216	1,863	...	...	...	...	...	1	...
Mental health	207	8	11	(a)	...	...	5	147	(a)	36
Mental retardation	41	3	24	1	...	...	(a)	12	(a)	1
Alcohol abuse	175	(a)	1	...	U	...	...	173	1	C
Drug abuse	68	(a)	1	...	U	...	...	67	(a)	C
Clinic, outpatient, ambulatory services										
Infant and child health	2,232	409	1,788	5	...	...	1	U	28	1
Crippled children	414	35	1	365	...	...	1	...	(a)	12
Tuberculosis	640	46	(a)	(a)	578	...	U	...	(a)	15
Venereal disease	2,282	19	3	(a)	2,260	...	U	...	(a)	(a)
Chronic disease	617	239	7	(a)	1	...	364	...	1	6
General ambulatory care	1,230	137	82	2	...	...	2	U	832	175
Other	871	373	204	5	8	...	203	(a)	74	3
Home health care	263	93	2	2	3	...	44	U	118	(a)
Renal dialysis	19	U	9	(a)	...	...	9	...	U	(a)
Inpatient care	514	(a)	50	51	4	...	4	89	(a)	316

**Source:* Association of State and Territorial Health Officials, National Public Health Program Reporting System.

Note: Figures for individual types of service add to more than total, since total represents estimated unduplicated count for each program.

U—Unobtainable.
C—Data combined with reporting of another service.
(a) Less than 500.

Table 4
PUBLIC HEALTH EXPENDITURES OF STATE HEALTH AGENCIES, BY SOURCE OF FUNDS: FISCAL 1978*
(In millions of dollars)

Funding source	Total public health	Personal health		Environmental health	Health resources	Laboratory	General administration and services	Funds to local health departments not allocated to program areas
		Other personal health	SHA-operated institutions					
Total public health expenditures	$3,255.5	$1,666.9	$664.5	$237.7	$298.7	$131.1	$195.7	$60.9
Subtotal, excluding federal grants and contracts	2,122.2	806.0	639.9	176.0	186.0	106.2	157.3	50.8
State	1,796.8	674.3	546.1	134.9	157.0	98.0	135.9	50.7
Local	87.0	54.6	...	18.2	2.0	0.6	11.6	...
Fees and reimbursements	179.6	55.3	87.8	15.2	11.7	4.3	5.3	...
Other	58.7	21.8	6.0	7.7	15.2	3.3	4.5	0.1
Subtotal, federal grants and contracts	1,133.4	860.9	24.6	61.7	112.8	24.9	38.5	10.1
Department of Health, Education, and Welfare	709.6	511.4	21.3	17.9	102.3	20.6	26.2	9.9
Public Health Service	588.9	459.2	12.5	17.8	50.4	18.8	20.3	9.9
Alcohol, Drug Abuse, annd Mental Health Admin. (ADAMHA)	45.0	43.6	0.2	0.1	1.0	(a)	0.1	...
Center for Disease Control	29.7	22.6	...	5.7	0.1	1.1	0.2	...
Immunization (PHSA, Section 317)	8.4	8.3	...	...	(a)	(a)	0.1	...
Venereal disease (PHSA, Section 318)	13.7	13.1	...	(a)	(a)	0.5	0.1	...
Other CDC	7.6	1.3	...	5.7	(a)	0.6	(a)	...
Food and Drug Administration	1.8	(a)	...	1.7	...	0.1	(a)	...
Health Resources Administration	19.1	0.2	...	(a)	17.9	...	1.0	...
National Health Planning and Resources Development Act (P.L. 93-641)	15.5	(a)	...	...	15.0	...	0.5	...
Other HRA	3.6	0.2	...	(a)	2.9	...	0.5	...
Health Services Administration	467.2	385.1	1.3	9.7	26.0	16.7	18.5	9.9
PHSA, Section 314 (D)(7)(A) public health	74.1	31.1	0.3	9.3	1.8	14.6	9.7	7.3
PHSA, Section 314(D)(7)(A) mental health	1.7	1.7	(a)	...	...	...	(a)	...
PHSA, Section 314(D)(7)(B) hypertension	9.7	9.6	...	...	(a)	0.1	0.1	...
Community Health Centers (PHSA, Section 330)	2.1	2.1	...	...	...	...	...	...
Crippled Children (SSA, Title V)	66.4	62.9	1.0	(a)	0.1	0.3	2.1	(a)
Emergency Medical Services (PHSA, Title XII)	23.1	0.3	...	(a)	22.8	...	0.1	...
Family Planning (PHSA, Title X)	50.8	50.5	...	...	(a)	0.1	0.2	...
Maternal and Child Health (SSA, Title V)	231.9	220.4	...	0.2	1.0	1.5	6.2	2.5
Migrant Health (PHSA, Section 319)	2.8	2.6	...	0.2	0.1	...	(a)	...
Other HSA	4.5	4.0	(a)	...	0.2	0.1	0.1	(a)
National Institutes of Health	21.1	7.7	10.9	0.7	0.5	1.0	0.3	...
National Center for Health Statistics	5.1	(a)	...	...	4.9	...	0.2	...
Health Care Financing Administration	69.7	12.0	5.2	(a)	46.6	0.2	5.6	...
Medicaid (SSA, Title XIX)	46.1	10.5	0.1	...	30.3	...	5.1	...
Medicare (SSA, Title XVIII)	21.9	1.0	5.1	(a)	15.1	0.2	0.5	...
Other HCFA	1.7	0.5	...	...	1.2	...	(a)	...
Social Security Administration	8.4	6.1	...	...	2.2	...	(a)	...
Office of Human Development Services	33.4	30.3	0.8	(a)	2.1	0.1	0.1	...
Developmental Disabilities (P.L. 91-517, P.L. 94-103)	3.5	2.8	(a)	...	0.5	0.1	(a)	...
Grants for services (SSA, Title XX)	29.6	27.4	0.7	...	1.5	...	(a)	...
Other OHDS	0.3	0.1	0.1	(a)	0.1	(a)	(a)	...
Education Division	1.8	1.1	0.7	...	...	...	...	...
Other DHEW	7.4	2.6	2.2	...	1.0	1.5	0.1	...
Other federal agencies								
Dept. of Agriculture	351.0	338.1	(a)	4.6	4.0	(a)	4.3	...
Dept. of Labor	7.3	2.4	0.5	3.1	0.1	0.1	1.0	0.1
Dept. of Transportation	4.3	0.1	...	...	3.6	0.5	(a)	...
Environmental Protection Agency	36.3	0.3	...	33.5	(a)	1.9	0.5	...
Regional Commissions	3.2	1.4	...	0.1	1.5	...	(a)	0.2
Other	9.6	2.2	2.8	1.5	1.0	0.7	1.4	...
Unidentified federal	12.3	4.9	...	1.0	0.2	1.1	5.0	...

---

*Source: Association of State and Territorial Health Officials, National Public Health Program Reporting System.

(a) Less than $50,000.

Table 5
MEDICAL MALPRACTICE LEGISLATION*

State	Ad damnum	Advance payment	Attorney fee	Awarding costs	Collateral source	Informed consent	Itemized verdict	Statute of limitations	Special statute for minors	Limitation on recovery	Standard of care	Expert witness	Burden of proof	Notice of intent to sue	Periodic payment	Statute of frauds	Joint underwriting association	Captive company	Assigned risk pools	Mandatory insurance	Mandatory claim reporting	Channeling	Excess recovery fund	Arbitration	Pretrial screening
Alabama	★	★	...	...	...	...	...	★	...	...	★	...	...	...	★	...	★	...	...	...	★	★	...	★	...
Alaska	★	★	...	...	★	★	...	...	...	...	★	...	★	...	★	★	★	...	...	★	★	...	...	★	★
Arizona	★	...	★	...	★	...	...	★	★	...	★	...	★	...	...	★	★	★	...	...	★	...	...	...	★
Arkansas	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	★
California	★	...	★	...	★	...	...	★	★	★	...	...	...	★	★	...	★	★	...	...	★	...	...	★	...
Colorado	...	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...	★	...	...	★	★	...	★	...	...
Connecticut	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★
Delaware	...	★	★	...	★	★	...	★	★	...	★	★	★	...	★	★	★	...	...	...	★	...	...	...	★
Florida	★	...	...	...	★	★	★	★	...	...	★	★	★	...	★	★	★	★	...	★	...	★	★	...	★
Georgia	★	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...	...	...
Hawaii	★	★	★	...	...	★	...	★	...	...	...	...	...	...	...	...	★	★	...	...	★	...	★	...	★
Idaho	★	...	★	...	★	★	...	★	★	★	★	★	★	...	...	...	★	...	...	★	★	...	...	...	★
Illinois	★	...	...	★	★	...	★	★	...	...	...	...	...	...	...	...	★	...	...	...	★	...	★	★	...
Indiana	★	★	★	...	...	...	...	★	★	★	...	...	...	...	...	★	...	...	★	★	★	...	★	...	★
Iowa	★	...	★	...	★	★	...	★	...	...	...	...	...	...	...	...	★	★	...	...	★	...	...	...	...
Kansas	★	...	★	...	★	...	...	★	★	...	...	...	...	...	★	...	...	...	...	★	★	...	★	...	★
Kentucky	★	★	...	...	...	★	...	...	...	...	...	...	...	...	...	★	★	...	★	...	★	...	...	...	...
Louisiana	★	★	...	...	...	★	...	★	★	★	★	★	★	...	...	★	...	...	★	...	★	...	★	★	★
Maine	★	...	...	...	...	★	...	...	...	...	...	...	...	★	...	...	★	...	...	...	...	...	...	★	★
Maryland	★	★	★	...	...	...	...	★	★	...	...	...	...	...	★	...	★	★	★	...	★	...	...	...	★
Massachusetts	★	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	★
Michigan	...	...	★	...	...	...	...	★	...	...	...	★	...	...	...	...	...	...	★	...	★	...	...	★	...
Minnesota	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	★	...	...	...	...
Mississippi	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...
Missouri	★	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...	★	★	...	...	★	...	...	...	★

Montana	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	...	...	...	★
Nebraska	★	★	★	★	★	★	...	★	...	★	★	...	★	...	...	★	★	...	★	★	★	...	★	...	★
Nevada	...	★	...	...	★	★	...	★	...	...	★	★	★	...	...	...	★	...	...	...	★	...	...	...	★
New Hampshire	★	...	...	...	★	★	★	★	★	★	...	...	★	★	★	...	★	...	★	...	...	...	...	...	...
New Jersey	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
New Mexico	★	★	...	...	...	...	...	★	★	★	...	...	...	...	★	...	★	...	...	★	★	...	★	...	★
New York	★	...	★	...	★	★	★	★	★	...	...	...	...	...	...	...	★	★	...	...	★	...	...	...	★
North Carolina	★	...	...	...	...	★	...	★	★	...	★	...	★	...	...	★	...	...	...	★	★	...	★	...	...
North Dakota	...	★	...	...	★	★	...	★	...	...	...	...	★	...	★	...	...	★	...	★	★	...	★	...	★
Ohio	★	...	★	...	★	★	...	★	...	★	...	★	...	...	...	★	★	...	...	...	...	★	...	★	...
Oklahoma	...	...	...	...	...	...	...	★	...	...	...	★	★	...	...	...	...	...	★	...	★	...	...	...	...
Oregon	...	...	★	...	...	...	...	★	...	...	★	...	...	...	...	...	...	...	...	★	★	...	★	...	...
Pennsylvania	...	★	★	★	★	★	...	...	...	...	...	...	...	...	...	★	★	...	★	★	...	...	★	...	★
Rhode Island	★	...	...	★	★	★	...	★	★	...	...	...	★	...	...	...	★	...	...	...	★	...	...	...	★
South Carolina	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	★	...	...	...	★	...	★	...	...
South Dakota	...	...	...	...	★	...	...	★	...	★	...	...	...	...	...	...	...	★	...	...	★	...	...	★	...
Tennessee	★	...	★	...	★	★	...	★	...	...	...	★	★	...	...	...	★	★	...	...	...	...	...	...	★
Texas	★	★	...	...	...	★	...	★	★	★	...	...	★	★	...	★	★	★	...	...	★	...	...	...	...
Utah	★	...	...	...	...	★	...	★	★	...	...	...	★	★	...	★	...	...	★	...	★	...	...	...	...
Vermont	...	...	...	...	...	★	...	...	...	...	★	...	★	...	...	★	★	...	...	...	...	...	...	★	...
Virginia	...	...	...	...	...	...	...	...	...	★	★	...	★	★	...	...	★	...	...	...	★	...	...	★	★
Washington	★	★	★	...	★	★	...	★	...	...	★	...	★	...	★	...	...	...	...	...	...	...	...	...	...
West Virginia	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Wisconsin	★	★	★	...	...	...	...	...	...	★	...	...	...	...	★	...	★	...	★	★	★	...	★	...	★
Wyoming	★	★	...	...	...	...	...	★	★	...	...	...	...	...	...	...	...	...	...	...	★	...	★	...	...

**Source:* Legislative Department, Public Affairs Division, American Medical Association, *State Health Legislation Report*, vol. 5, no. 1, May 1977 plus updates by the Council of State Governments. Definitions of the terms used in headings follow.

Ad damnum: elimination of the practice of including the amount of monetary damages requested in the plaintiff's initial pleading.

Advance payment: provision that payments by a defendant to a plaintiff prior to final court action do not constitute an admission of liability.

Attorney fee: limitation of the percentage of awards which attorneys can accept as a fee contingent upon favorable judgment.

Awarding costs: limits frivolous suits by allowing imposition of legal costs.

Collateral source: modification of the rule of evidence which prohibits the introduction at a trial of any indication that a patient has been compensated or reimbursed for his injury from sources such as insurance or workers' compensation.

Informed consent: legislation codifying the doctrine that a health care provider must disclose pertinent information to a patient regarding the nature and purpose of proposed medical treatment and the risks associated with such treatment.

Itemized verdict: requires that juries specify amounts awarded for medical expenses, lost income, etc.

Statute of limitations: legislation providing special statute of limitations provisions for medical malpractice actions.

Special statute for minors: legislation providing extra time to commence actions for plaintiffs who were minors at the time of injury.

Limitation on recovery: ceiling on the amount of damages which can be awarded.

Standard of care: legislation defining the "locality" from which the applicable standard of care is to be derived.

Expert witness: legislation creating standards or qualifications for "expert witnesses."

Burden of proof: legislation increasing the burden of proof which must be met before an award may be granted.

Notice of intent to sue: requires notification to a defendant of the plaintiff's intent to sue a specified period before actual institution of the suit.

Periodic payment: allows payment of awards in installments over the life of the injured party.

Statute of frauds: requirement that any enforceable medical "guarantee of results" must be in writing.

Joint underwriting association: authorizes creation of commercial insurance pools to provide malpractice insurance.

Captive company: legislation permitting physician-owned and operated mutual malpractice insuance companies.

Assigned risk pools: allows assignment by the state of high risks to private or public pools.

Mandatory insurance: requires physician's proof of insurance or financial responsibility.

Mandatory claim reporting: requires insurance carriers to report claims to a state agency.

Channeling: allows hospitals to purchase insurance covering physician members of hospital staff.

Excess recovery fund: government fund to pay settlements above a designated amount. Usually funded by insurance premium levies.

Arbitration: provides for pretrial arbitration of malpractice claims.

Pretrial screening: prerequisite to trial whereby a panel gives an informal and nonbinding decision on the merits to encourage settlement.

Table 6
SELECTED STATE HEALTH STATUTES*

State	*Certificate of need*	*Health Maintenance Organization laws*	*Statutory right to treatment in mental health facilities*	*Physician assistants—Role recognized*	*Emergency medical system organization created by statute*	*Clinical labs—State regulation*	*Death with dignity*	*Generic drug substitution allowed*
Alabama	★	...	★	★	★	...	...	...
Alaska	★	...	★	★	...	...	...	★
Arizona	★	★	...	★	★	★	...	★
Arkansas	★	★	...	★	...	...	★	★
California	★	★	★	★	...	★	★	★
Colorado	★	★	★	★	...	...	...	★
Connecticut	★	...	...	★	★	★	...	★
Delaware	★	...	...	★	★	...	...	★
Florida	★	★	★	★	★	★	...	★
Georgia	★(a)	...	★	★	★	★	...	★
Hawaii	★	...	★	★	★	★	...	...
Idaho	...	★	★	★	★	...	★	...
Illinois	★	★	★	★	...	★	...	★
Indiana	...	...	...	★	...	...	...	...
Iowa	★	★	...	★	...	...	...	★
Kansas	★	★	★	★	★	★	★	★
Kentucky	★	★	★	...	★	★	...	★
Louisiana	...	...	...	★	★	...	...	...
Maine	★	★	★	★	★	★	...	★
Maryland	★	★	...	★	...	★	...	★
Massachusetts	★	...	...	...	★	★	...	★
Michigan	★	★	★	★	...	★	...	★
Minnesota	★	★	...	...	...	★	...	★
Mississippi	★	...	...	...	★	...	...	...
Missouri	...	...	★	...	...	...	...	★
Montana	★	...	...	★	★	...	...	★
Nebraska	...	...	...	★	★	...	...	★
Nevada	★	★	★	★	★	★	★	...
New Hampshire	...	★	...	★	★	...	...	★
New Jersey	★	★	★	...	...	★	...	★
New Mexico	★	...	★	★	...	★	★	★
New York	★	★	★	★	...	...	...	★
North Carolina	★	★	...	★	★	...	★	...
North Dakota	★	★	★	...	...	...	...	...
Ohio	★	★	★	...	★	...	...	★
Oklahoma	★	★	★	★	...	...	...	★
Oregon	★	...	...	★	★	★	★	★
Pennsylvania	...	★	★	...	★	★	...	★
Rhode Island	★	...	...	...	...	★	...	★
South Carolina	★	...	...	...	★	★	...	★
South Dakota	★	★	★	★	...	...	...	★
Tennessee	★	★	★	...	★	★	...	★
Texas	★	★	★	...	★	...	★	...
Utah	★	★	★	★	...	...	...	★
Vermont	...	...	★	★	★	...	...	★
Virginia	★	...	...	★	★	...	...	★
Washington	★	★	★	★	★	...	★	★
West Virginia	★	★	...	★	...	...	...	★
Wisconsin	★	...	...	★	...	...	...	★
Wyoming	★	...	★	★	...	...	...	...
Total	42	29	29	37	28	22	10	39

---

*Sources: Gary J. Clarke, *Health Programs in the States: A Survey* (New Brunswick, N.J.: Eagleton Institute, Rutgers University, 1975), plus revisions, additions, and updates by the Council of State Governments. For continuing education requirements for selected health occupations, see table on page 484.

(a) Only for long-term care facilities.

(b) State medical boards may impose continuing education requirements.

Table 7
PROVISIONS UNDER "GOOD SAMARITAN" STATUTES*

State or other jurisdiction	Who is protected under good samaritan statutes		Statute defines emergency situations	Statute requires			Separate protections for paramedics or EMT personnel
	Any person who renders emergency aid	Only medical or licensed personnel		Aid to be given gratuitously (a)	Aid to be rendered only at the scene of the emergency (a)	Person giving aid to have acted in "good faith" (a)	
Alabama	...	★	...	★	...	●	...
Alaska	★	...	★	...	...	●	★
Arizona	★	...	...	★	●	●	...
Arkansas	★	...	...	★	★	★	...
California	...	★	...	...	●	★	★
Colorado	...	★	...	●	...	★	...
Connecticut	...	★	★	●	...	★	...
Delaware	★	...	...	●	★	★	...
Florida	★	...	...	★	●	★	...
Georgia	★	...	...	★	★	★	...
Hawaii	★	...	★	●	★	★	★
Idaho	★	...	★	...	●	★	★
Illinois	...	★	★	●	...	★	★
Indiana	★	...	...	●	...	★	★
Iowa	★	...	...	★	★	★	...
Kansas	...	★	...	...	●	★	...
Kentucky	...	★	...	●	●	...	...
Louisiana	...	★	★	★	●	●	★
Maine	★	...	★	●	●	...	★
Maryland	★	...	...	★	...	...	...
Massachusetts	...	★	★	●	...	●	★
Michigan	...	★	★	...	★	★	★
Minnesota	★	...	...	...	●	★	...
Mississippi	...	★	★	...	...	★	...
Missouri	...	★	...	...	★	...	...
Montana	★	...	...	...	...	...	...
Nebraska	...	★	...	★	★	★	...
Nevada	★	...	...	★	★	...	★
New Hampshire	★	...	★	●	★	●	...
New Jersey	★	...	...	...	★	●	...
New Mexico	★	...	...	●	●	★	...
New York	...	★	★	●	●	...	...
North Carolina	★	...	★	...	●	...	...
North Dakota	...	★	...	...	★	★	...
Ohio	★	...	...	●	●	...	★
Oklahoma	★	...	★	●	★	●	★
Oregon	...	★	★	●	...	...	...
Pennsylvania	...	★	...	...	★	★	...
Rhode Island	...	★	★	●	...	...	★
South Carolina	★	...	★	★	★	★	...
South Dakota	★	...	★	...	●	●	...
Tennessee	★	...	...	●	★	★	★
Texas	★	...	...	●	...	★	...
Utah	...	★	...	...	★	●	...
Vermont	★	...	★	●	...	...	★
Virginia	★	...	★	●	...	●	...
Washington	★	...	★	●	●	★	★
West Virginia	★	...	...	●	★	●	...
Wisconsin	...	★	...	...	●	●	...
Wyoming	★	...	...	●	★	●	...
Dist. of Col.	...	★	...	...	...	...	...
Virgin Islands	...	★	★	●	...	...	...

Source: Adapted from Miles J. Zaremski, "Good Samaritan Statutes," *Medicolegal News*, vol. 7 (Spring 1979), pp. 5-7.

(a) ★—The statutory provision applies. ●—Not only does the statutory provision apply, but the statute goes on to define the terms used in that provision.

PUBLIC WELFARE

By Lawrence Bartlett, Erica Baum, and Alice Kelly*

THE HISTORY of public welfare in the United States has been one of continuing change and growth.[1] The result of many years of piecemeal development, however, has been a public welfare system that is very large and complex. Programs have been developed that provide basic income support to households or individuals possessing certain characteristics (e.g., the Aid to Families with Dependent Children [AFDC] and the Supplemental Security Income [SSI] programs), while others focus their assistance on the financing of certain goods and services (e.g., Medicaid and Food Stamps).

In an effort to reform and simplify the current "welfare maze," the Carter administration developed, in 1977, comprehensive legislation to overhaul and consolidate all of the federally financed or federally assisted public assistance programs. The AFDC, SSI, and Food Stamp programs would have been combined into a single cash assistance program paying benefits to all poor individuals and families meeting the income and assets tests. This cash program was to be complemented by a massive public jobs program. The legislation failed to move in the Congress—largely because of its $20 billion price tag. In 1979, the administration proposed more modest welfare reform legislation. Although the current welfare reform proposal would leave existing public assistance programs intact, it would nonetheless make necessary and long overdue changes in both recipients' benefits and states' administrative procedures.

Not surprisingly, the control and financing of the public welfare system are quite difficult tasks and have been persistent sources of tension between the states and the federal government. States, on their part, have sought relaxation of federal policies and rules which they feel hamper their efforts to administer programs responsibly. The federal government has responded by linking the results of quality control reviews in the AFDC and Medicaid programs to a system of fiscal disallowances. Language in a fiscal 1979 federal supplemental appropriation bill sought to withhold from state programs a significant amount of federal funds on the grounds that federal dollars were being misspent due to fraud, abuse, and error. While major cash flow problems within states and a federal-state confrontation in the courts were narrowly avoided, a provision in the fiscal 1980 Department of Labor-Department of Health, Education, and Welfare (HEW) appropriations bill requires that states progressively reduce their AFDC and Medicaid error rates to 4 percent by the end of fiscal 1982 or suffer a reduction in federal reimbursement. In light of the precedent set by this action, it is likely that the 96th Congress will also move to establish a link between quality control and fiscal sanctions in the Food Stamp program.

The programs currently constituting the public welfare system will be described in more detail in succeeding sections. Tables 1-7 provide the most current national statistics for public assistance programs.

---

*Mr. Bartlett and Ms. Baum are Policy Associates at the American Public Welfare Association (APWA); Ms. Kelly is Senior Policy Analyst, APWA. The authors wish to acknowledge the contributions of John E. Hansan and David Racine.

Income Assistance

Aid to Families with Dependent Children

Title IV-A of the Social Security Act established the AFDC program. AFDC provides financial assistance to the dependent children of an indigent family in which one parent has died, is continuously absent from the home, or is permanently incapacitated. Section 407 authorized payment of AFDC benefits to indigent, two-parent families on the basis of the father's unemployment (AFDC-Unemployed Father program). At present, only 25 states, Guam, and the District of Columbia participate in the AFDC-UF program.

However, on June 25, 1979, the U.S. Supreme Court ruled, in *Califano* v. *Westcott*, that the AFDC-UF program unconstitutionally discriminates against poor, two-parent families in which the mother is unemployed and that benefits be immediately extended to financially eligible families in which either the mother or father is considered unemployed.

In fiscal 1978, the AFDC program served an average monthly case load of 3.532 million families, representing 10.668 million individuals, at a total cost—to all levels of government—of $11.754 billion. Of that sum, $10.518 billion (roughly 56 percent of it federal) went toward benefits and $1.236 billion (50 percent of it federal) for administration. By comparison, in fiscal 1977, the AFDC program served an average 11.1 million persons per month at a total annual cost of about $11.5 billion. In fiscal 1979, the average monthly case load is estimated to be 3.519 million families, representing 10.538 million individuals, at a total annual cost of $12.3 billion. Projections for fiscal 1980 put the average monthly case load at 3.565 million families, representing 10.618 million individuals, at a total annual cost of $12.980 billion.

AFDC program costs are funded through a combination of federal, state and, in some cases, local revenues. All states are reimbursed by the federal government at the rate of 50 percent for the program's administrative costs. However, federal reimbursement of AFDC benefit expenditures varies according to a state's per-capita income and, in fiscal 1980, will range from a low of 50 percent to a high of 77.55 percent.

Although broad federal guidelines govern the AFDC program, states and their political subdivisions are primarily responsible for the program's daily administration. States determine both AFDC eligibility criteria and benefit levels. As a result, program accessibility and AFDC payments vary markedly from state to state. For example, in March 1979, the average monthly payment per AFDC recipient ranged from a low of $11.92 in Puerto Rico to a high of $124.30 in Alaska, a ratio of roughly one to 10. Across the 50 states, the District of Columbia, and the territories, the average monthly payment per recipient equaled $86.21. Only 14 states paid $100 or more per recipient per month. The nation's average monthly payment per AFDC household was $255, amounting to an average annual payment of $3,060—roughly 51 percent of the $5,980 poverty line[2] for a nonfarm family of three (see Table 1).

However, both the disparity between high- and low-benefit states and the gap between AFDC benefits and the poverty line have been somewhat narrowed by the availability of Food Stamps. These benefits are inversely related to AFDC benefits and other income. For example, in March 1979, the average AFDC payment per family in Alaska equaled $317, and in Puerto Rico $43, a ratio of roughly seven to one. The Alaskan household would have qualified for approximately $125 in Food Stamps and the Puerto Rican household for about $172. The Food Stamp benefits, when added to the AFDC cash, would give the Alaskan and Puerto Rican households, respectively, monthly totals of $442 and $215, a ratio of two to one.

The administrative complexity, the cost, and the scope of the AFDC program make it the main target of federal welfare reform efforts. A congressional consensus appears to favor the expansion of AFDC-UF coverage to all states, the introduction of a national minimum benefit level (counting AFDC cash plus the worth of Food Stamps) equal to 65 percent of the poverty line, a streamlining and uniformity in the program's administrative procedures, the provision of fiscal relief to hard-pressed states and localities, and a strengthening of work requirements as well as providing jobs for AFDC adult recipients deemed able to work.

Child Support Enforcement

The Child Support Enforcement Program was initiated in 1975, as Title IV-D of the Social Security Act, to help establish paternity for and secure parental support of AFDC children. AFDC applicants and recipients are required, as a condition of AFDC eligibility, to cooperate with the state in establishing paternity and securing child support payments from the absent parent. States are required to provide child support enforcement services to persons not receiving public assistance, as well as to AFDC recipients. The Office of Child Support Enforcement, within HEW, oversees the program and operates the Federal Parent Locator Service, which helps states find absent parents. In fiscal 1979, the federal government paid 75 percent of the states' administrative costs. In addition, certain federal financial incentives were paid to states and their political subdivisions based on the child support collections.

In fiscal 1979, total expenditures for administration of the program equaled $365.7 million. Total child support collections equaled $1.3 billion—$596.6 million collected on behalf of AFDC recipients and $736.5 million on behalf of persons not receiving AFDC. Thus, the program collected roughly $3.65 for each dollar spent on administration.

Supplemental Security Income

The SSI program, established by Title XVI of the Social Security Act, began providing cash assistance in 1974 to indigent persons who are 65 or older, legally blind, or permanently or totally disabled. Prior to that time, public assistance for the aged, blind, and disabled was administered by the states as the adult counterpart to AFDC. The federalization of the adult categories was designed, among other things, to reduce the variations in benefit levels among the states by providing a uniform national minimum benefit, to streamline administration by lodging it in the existing Social Security system (which has for many years ably managed the social insurance program), and to assure that benefits would keep pace with inflation by indexing the basic federal benefit to the cost of living. Though states were mandated to supplement the basic federal benefit up to the level of assistance they were providing in December 1973 and could provide optional supplements to higher levels, it was anticipated that state financial participation would decline as the federal benefit rose.

SSI is administered by the federal government within the Social Security Administration. As of July 1, 1979, an eligible individual could receive a basic federal monthly cash grant of up to $208, and an eligible couple could receive up to $312. In fiscal 1978, an average of 4.2 million persons received SSI benefits per month at a total annual cost of $6.4 billion. State supplements accounted for $1.56 billion (see Table 3).

With the exceptions of Texas and West Virginia, all states and the District of Columbia are providing either mandatory or optional state supplements. When the SSI program began operation in 1974, states were given the option either to administer their mandatory and optional supplementary benefits themselves or to turn this responsibility over to the federal government. At present, 22 states and the District of Columbia contract with the federal government to administer their mandatory or optional supplements. Four states contract with the federal government for administration of their mandatory supplements, but administer their optional supplements themselves. Twenty-three state programs are self-administered.

Two administrative issues continue to concern the states. The first grows out of 1976 legislation (P.L. 94-585) requiring states to "pass along" federal cost-of-living increases to SSI recipients. This law prohibits states from offsetting federal benefit increases by reducing their optional supplements. While most states would have adopted such a policy anyway, there is reason to question whether the federal government may require states to expend or sustain expenditure of state funds. Additionally, HEW has interpreted the law to require the states to raise, by the federal cost-of-living increase, the optional supplementary benefits they pay to individuals not eligible for the basic federal SSI benefits. States believe this interpretation of the law to be an infringement of state sovereignty over the expenditure of state funds and have brought suit in federal district court to resolve the dispute over the "pass-along" provision.

The second issue of concern to the states involves the federal government's fiscal liability for the erroneous expenditure of state funds resulting from poor federal administration of the SSI program. The federal government does reimburse states for supplementary payments which were made in error due to a wrongful determination of SSI eligibility by the federal government. However, the federal government does not now recognize its liability for the state share of Medicaid funds paid to individuals incorrectly determined eligible for SSI. At present, 28 states and the District of Columbia rely on federal determinations of SSI eligibility for purposes of paying Medicaid benefits.

General Assistance

In addition to the various federal-state programs of income assistance, most states and many localities operate programs of general assistance. These programs are funded and administered exclusively by state and local governments and vary greatly among the states in terms of eligibility standards, benefits, and administration. By and large, general assistance is used to aid persons who are not eligible for AFDC and SSI benefits. In fiscal 1978, according to estimates by the U.S. Congressional Budget Office, general assistance was provided to approximately 650,000 cases per month, representing 780,000 individuals, at a total annual cost of $1.2 billion in state and local funds (see Table 2).

Food Stamp Program

In 1961, the Food Stamp program was a limited pilot project assisting fewer than 400,000 indigent persons with food purchases. In 1964, Congress passed the Food Stamp Act and the program became national in scope, enabling poor people to purchase food stamps worth more than their purchase price. The Food Stamp program is unique in that it is the only federally funded program extending benefits to all poor people—not just the dependent children, elderly, and disabled individuals served by the AFDC and SSI programs. In fiscal 1978, the Food Stamp program served an average 16.043 million recipients per month, at a total annual federal-state cost of $5.8 billion.

Program benefits are funded 100 percent by the federal government and administrative costs are split by the federal government and the states. The states administer the program according to the regulations promulgated by the U.S. Department of Agriculture.

The Food Stamp program grew steadily until 1974-75 when very rapid growth in the number of recipients and program costs triggered a two-year study of the program. The result of the lengthy study was the Food Stamp Act of 1977, in which Congress sought to (1) eliminate non-needy persons from the program, (2) improve administration and reduce fraud, (3) make the program more accessible to the poorest persons, and (4) control program spending.

Perhaps the two most significant provisions of the 1977 law are the elimination of the purchase requirement and the imposition of a legislated ceiling on program spending. The former provision made program benefits more accessible to the very poor who in the past had difficulty mustering the purchase price. The latter measure limited fiscal year appropriations to a specific dollar amount based on 1977 estimates of future costs.

Because of rapid food price inflation, widespread unemployment, and elimination of the purchase requirement, fiscal 1979 program costs, estimated by the U.S. Congressional Budget Office to be $6.85 billion, soared above the legislated cap of $6.159 billion imposed in 1977. Fiscal 1980 program costs are predicted to top $8 billion, $2 billion in excess of the $6.189 billion cap. In fiscal 1979, Congress narrowly avoided massive cuts in some 18 million food stamp recipients' benefits by authorizing, late in the fiscal year, an increase in the program's appropriations. Congress did not remove the cap, however, and as a result will again have to confront a significant funding dilemma in fiscal 1980.

If sufficient appropriations are not authorized, the Secretary of Agriculture is required to reduce program benefits, as necessary, in order to hold spending within authorized limits. The 1979 legislation (P.L. 96-58) instructs the secretary to reduce benefits according to recipients' incomes—the intent being that higher-income recipients would sustain higher cuts. However, the secretary is also authorized to make special provisions for the elderly and disabled—who are believed, by USDA, to be among the higher-income poor because of the relative generosity of federal Social Security and SSI benefits.

The Food Stamp program will be up for reauthorization in fiscal 1981. Between now and then, the program will be closely scrutinized by Congress—with the objective of reducing federal costs. Toward this end, states are likely to face the imposition of fiscal sanctions for excessive payment errors. Such a federal policy will likely be disputed since states have no discretion in the administration of the Food Stamp program as they do with the AFDC and Medicaid programs (see Table 4 for 1979 Food Stamp recipients and payments).

Medicaid Program

Medicaid, enacted in 1965 as Title XIX of the Social Security Act, is a federal-state vendor payment program which is the primary source of health care coverage for the nation's poor. Every state except Arizona, the District of Columbia, and territories operate such a program to provide medical assistance for all AFDC and most SSI recipients. In addition, 33 of these jurisdictions extend coverage to the "medically needy," that is, persons who meet the categorical requirements of public assistance but who exceed the maximum allowable income for those programs. Currently, approximately 23 million persons receive Medicaid benefits, including 10.8 million children, 5.2 million AFDC adults, and 6.9 million SSI recipients.

Medicaid funds are used to reimburse providers for a wide variety of medical services. Federal law requires that state programs must offer certain basic services: inpatient and outpatient care; laboratory and X-ray services; skilled nursing and home health care for certain individuals; physician services; family planning and rural health clinic services; and early and periodic screening, diagnostic, and treatment services for children under 21. States may also receive federal funds for other services if they wish to cover them, such as eyeglasses, dental care, and intermediate care facility services. States are free to define the scope of services offered, even those that are mandatory. For example, states also determine the reimbursement rates for all but hospital services.

Medicaid expenditures for such services are expected to be about $22.3 billion in fiscal 1980. Overall, the state portion of these costs will be about $9.7 billion, with individual state contributions ranging from 22 to 50 percent of the cost of their programs. While nearly one half of all Medicaid recipients are AFDC children, this group accounts for only one sixth of total expenditures. SSI recipients, who represent only one fourth of total recipients, account for about 60 percent of all Medicaid expenditures, the bulk going to expensive hospital and institutional long-term care services (see Table 5 for state-by-state Medicaid expenditures for fiscal 1977).

As Congress again considers the issue of a national health insurance program, the wide variance in the scope of state Medicaid programs has generated much concern. A number of legislative proposals call for federalization of the Medicaid program with standardized eligibility requirements and benefit levels. All proposals, however, exclude coverage of long-term care services, a costly item that currently accounts for about 40 percent of all Medicaid expenditures. The implication is that responsibility for this would be left to the states or to some residual federal-state program. Additional legislative attempts to strengthen and standardize aspects of the Medicaid program have focused on replacing the EPSDT program with a Child Health Assurance Program (CHAP) which would seek to provide preventative health care to all low-income children, regardless of categorical eligibility. Further, on the administrative level, HEW has undertaken a major initiative to standardize and integrate various aspects of the Medicaid and Medicare programs, the latter being the federal program which provides health insurance for the elderly.

Social Services

The term "social services" is used to convey many different things. It is often used interchangeably with such terms as social welfare, human services, and social work services. In the context used here, social services are described as those funded under Title XX, Title IV-B, and the Work Incentive Program (WIN) of the Social Security Act. Both titles provide funds for state governments to help organize, finance, and administer services intended to help citizens in need.

Title XX—Social Services

On January 4, 1975, Congress enacted Title XX of the Social Security Act (P.L. 93-647) authorizing $2.5 billion for the provision of social services by the states. This legislation formalized, for the first time, the separation of social services from cash assistance programs. Previously, the costs of social services were deducted from the administrative budgets of the cash public assistance programs. Social services are broadly defined to include an array of activities and programs designed to promote employability, reduce or prevent dependency, and strengthen or preserve the family structure. Services most commonly funded under Title XX are child day care, protective services, home-based services, foster care, and family planning. On a national basis, the single highest-funded service is child day care receiving 21 percent of all federal social service dollars in 1979. According to federal requirements, at least 50 percent of the services are to be targeted to public assistance recipients and three services must be designed for recipients of SSI (aged, blind, and disabled).

Each state may establish the conditions of eligibility for Title XX services, but there is a federally established upper limit on income of 115 percent of the state's median income. This income limit does not apply to protective services, family planning services, and information and referral services which may be made available without regard to income.

Like other federal-state public welfare programs, social services programs developed over many years. In 1956, the Social Security Act was first amended to permit states to claim 50 percent federal financial participation for the costs of social services provided to public assistance recipients. The act was amended again in 1962, raising the level of federal participation to 75 percent and, at the same time, expanding eligibility to include persons who were likely to become recipients. The 1967 amendments required states to provide child care services and family planning to persons referred to the WIN program for work training and placement. The same amendments authorized states to purchase services from other public and private agencies and expanded eligibility to permit "group" eligibility.

As a result of these changes, states vastly increased their claims for social services. Between 1969 and 1972, the federal share of the costs for AFDC and Medicaid doubled, but the federal costs for social services quadrupled. To control this escalation, Congress, in 1972, placed a $2.5 billion ceiling on the amount the federal government could distribute as reimbursement to the states for social services. In addition, HEW attempted to control rising costs by issuing strict program regulations. The states organized to resist these changes, and after several years of effort by the National Governors' Association, the American Public Welfare Association, and other national groups, Congress passed Title XX as a form of special revenue sharing for social services to replace the social service authorities vested in Titles IV-A and VI of the Social Security Act.

In 1977, Congress provided a temporary $200 million increase in the Title XX program to be allocated on a 100 percent federal funding basis for child care. The purpose of this temporary increase was to assist states in meeting the costs attendant with implementation of the Federal Interagency Day Care Requirements. This temporary increase was extended for 1978, and in 1979 an additional $200 million for services raised the Title XX temporary ceiling level to $2.9 billion. It is expected that this increased ceiling will be made permanent and that a funding escalator will be included to offset the effects of inflation.

Under Title XX, the role of the federal government is very limited. States are free to select the number and types of services, the manner of their delivery, the social problems to be addressed, and the eligibility criteria; states also determine whether to provide the services directly or purchase them by contract with other public and private agencies. To be eligible for the 75 percent federal matching, up to the state's ceiling, each state must develop a Comprehensive Annual Service Plan for public review and comment. The social services included in the plan must be identified as meeting one of five basic goals:

(1) Achieving or maintaining economic self-support to prevent, reduce, or eliminate dependency.

(2) Achieving or maintaining self-sufficiency, including reduction or prevention of dependency.

(3) Preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating, or reuniting families.

(4) Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care.

(5) Securing referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions. The amount of federal funds allotted to states under Title XX for fiscal 1978 and 1979 is given in Table 6.

Title XX—Personnel Training

In addition to providing for the funding of social services, Title XX also provides funding for professional training and retraining related to the provision of services. This special allocation of funds for training represents an acknowledgment that a primary requisite for effective social services is adequately trained staff. Title XX training funds can be used by a state to support in-service employee training or undergraduate/graduate school education for prospective employees. Federal funding for Title XX training costs is not included under the overall Title XX ceiling and was completely open-ended until 1980. In 1980, citing rapid growth in training expenditures, Congress moved to restrict the federal portion of these expenditures to a set percentage of the total federal Title XX program funds.

Title IV-B—Child Welfare Services

Authorized in 1935 as Title IV-B of the Social Security Act, Child Welfare Services are defined as public social services which supplement or substitute for parental care and supervision in order to:

(a) Prevent, remedy, or assist in the solution of problems which may result from child neglect, abuse, or exploitation.

(b) Protect or care for homeless, dependent, or neglected children.

(c) Protect and promote the welfare of children of working mothers.

(d) Otherwise protect and promote the welfare of children, including strengthening of their own homes (where possible) or, where needed, providing adequate care of children away from their homes in foster family homes or day care or other child care facilities.

One of the distinctive characteristics of Title IV-B is that any child is eligible for services, regardless of the social or economic status of the child or his family. Among the services states provide with these funds are protective services, health-related services, family counseling, emergency shelter, homemaker services, and subsidized adoptions.

In 1972, Congress authorized Title IV-B to be funded at a level of $266 million; however, the program has been limited to a funding level that has never exceeded $56.5 million. For several years, national groups concerned about children and youth have sought unsuccessfully to convince Congress to convert Title IV-B to an entitlement program in order to guarantee funding at the full $266 million level. There have also been strong concerted efforts at the national level to pass legislation establishing a federal adoption subsidy program to ensure that children who, for whatever reason, cannot be returned to their homes do not languish unnecessarily in the foster care system.

Work Incentive Program

WIN is authorized under Title IV (Parts A and C) of the Social Security Act and administered jointly by the Employment and Training Administration of the Department of Labor and HEW. WIN's purpose is to provide self-support, employment, and training services to help AFDC recipients obtain jobs in the regular economy, training, or public service employment. All AFDC recipients must register for WIN except children under 16 or in school full time; ill, elderly, or incapacitated persons; persons who live too far from a project to participate; persons needed at home to care for individuals; mothers or other relatives caring for a child under six; and mothers or other female caretakers of a child if the father or other male relative in the home is registered in WIN. Recipients not required to register for WIN may do so voluntarily.

As an incentive for recipients to participate in institutional training or unpaid work experience programs, $30 a month plus up to $3 a day (for transportation and meal costs) will be totally disregarded in computing the AFDC cash grant. These WIN incentive payments and training allowances are in addition to any earned income the AFDC recipient may be entitled to have disregarded in recomputing the AFDC grant.

Employable recipients who refuse training or jobs meeting WIN standards may lose AFDC payments for themselves from their families' cash grants. As an incentive to private employers (including those employing domestics) as well as employers in business and industry to hire AFDC recipients and WIN registrants, Congress established the Employment Incentive Tax Credit as part of the Revenue Act of 1978 (P.L. 95-600). Generally, the credit is equal to 50 percent of up to $6,000 in cash wages paid to an eligible employee in the first year, and 25 percent of up to $6,000 in wages in the second year.

Programs for the Elderly

The economic needs of older people are met through various sources. The bulk of their income is derived from earnings, private pensions and, most important, Social Security. In 1976, Social Security benefits were paid out to about 31 million people at a cost of about $76 billion. It is estimated that in 1980 over 35 million individuals will receive more than $118 billion in benefits—nearly a 50 percent increase in four years. When income from work-related sources is inadequate, assistance is available through the SSI, Medicaid, and Food Stamp programs discussed earlier. Various federal, state, and local tax benefits and housing programs also provide additional, although limited, support.

A number of other major programs target their benefits specifically to the elderly. The Medicare program, established in 1965 as Title XVIII of the Social Security Act, provides acute-care health insurance coverage for nearly all citizens in this country 65 years and over. Part A of Medicare covers hospital services and Part B (Supplemental Medical Insurance) covers a substantial portion of physicians' services. Medicare is largely an entitlement program financed by Social Security tax revenues. Eligible persons are required, however, to pay a deductible for hospital services and a 20 percent co-payment on physicians' services. In fiscal 1980, about 27 million persons will be eligible for Medicare with program expenditures estimated at $33.5 billion.

Although Medicare has greatly broadened and improved health insurance coverage for the elderly, the program falls far short of shouldering the entire burden of the elderly's health care expenses. Several items not covered by Medicare represent significant costs to the elderly. Prescription drugs, dental and optometric care, and long-term care services are among the most costly and heavily used items which still remain out-of-pocket expenses for many of the elderly. These exclusions, coupled with the rising cost of co-insurance and deductibles, result in the Medicare program's covering less than 40 percent of all health care costs experienced by the elderly.

Indigent elderly persons who are unable to pay the out-of-pocket expenses of Medicare may also be eligible for Medicaid, either as recipients of the SSI program or as persons whose income and resources disqualify them for SSI (the so-called medically needy). In this case, the state Medicaid program pays the Medicare co-payment and deductible, in addition to financing a number of services currently not covered by Medicare. A special example of the latter is nursing home care, for which Medicaid picks up the greatest share of the cost, largely for disabled and aged individuals who have exhausted both their resources and their Medicare coverage. About 38 percent of Medicaid's $17 billion expenditure in fiscal 1977 was for persons over 65, although the aged represented only 18 percent of the total population eligible for Medicaid.

The provision of social services to the elderly is facilitated by the activities carried out under the Older Americans Act. The act's overriding purpose is to stimulate the provision of needed services and assistance specifically for older people. Though some of its programs are targeted to needs other than social services, its preeminent focus is the development of comprehensive, coordinated service systems in all parts of the country. Leadership for this is lodged at the federal level in the Administration on Aging of HEW, with implementation being the responsibility of state and area agencies on aging.

The 1978 Older Americans Act Amendments consolidate previously separate provisions for development of social services and multipurpose senior centers into a new Title III, Part B. This title provides partial funding for the states to plan, coordinate, evaluate, and administer aging programs and, through them, to develop local area agencies responsible for guiding the development of local service systems. In 1980, 650 area agencies and 57 state agencies on aging are expected to be operational.

Funds are also provided under Part B of Title III for the acquisition, renovation, or alteration of a facility that will serve as a senior center. Construction and operating costs are not covered, although these may be picked up by other federal programs. Over $190 million was appropriated for Part B activities to be carried out in fiscal 1979.

One of the largest and most successful activities financed under the Older Americans Act has been its nutrition program. The 1978 amendments place this program, the goal of which is to enhance the nutritional status of the elderly, in a new Part C of Title III. Separate authorizations are made for "congregate nutrition services" projects which must provide at least one hot meal or other appropriate meal per day at least five days a week in congregate settings, and for "home-delivered nutrition services" projects to provide at least one home-delivered meal per day to the elderly. In 1980, over 350,000 congregate meals and 54,000 home-delivered meals are expected to be served daily through the nutritional projects authorized by the act.

A state-by-state breakdown of the funds made available to states in fiscal 1979 for activities authorized under Title III of the Older Americans Act is provided in Table 7.

Footnotes

1. A more detailed description of the historical development of public welfare programs in the United States can be found in the 1978-79 edition of *The Book of the States*.

2. This figure represents HEW's attempt to update, for the first half of fiscal 1979, the official OMB poverty guidelines (for a family of three) of $5,600.

Table 1
AID TO FAMILIES WITH DEPENDENT CHILDREN, RECIPIENTS AND PAYMENTS: MARCH 1979*

State or other jurisdiction	Number of families	Number of recipients		Payments to recipients			Percentage change from March 1978 in	
					Average per			
		Total	Children	Total amount	Family	Recipient	Number of recipients	Amount
Total	3,521,457	10,420,721	7,254,443	$898,400,422	$255.12	$ 86.21	-4.1	-0.9
Alabama	60,386	176,507	128,210	6,733,817	111.51	38.15	1.5	3.7
Alaska (a)	5,599	14,284	10,098	1,775,495	317.11	124.30	13.0	25.7
Arizona	17,361	49,229	36,768	2,588,865	149.12	52.59	-4.5	4.1
Arkansas	29,609	87,559	64,585	4,262,671	143.97	48.68	-4.3	-1.7
California	471,308	1,380,192	932,557	149,999,310	318.26	108.68	-5.3	-4.1
Colorado	28,469	79,340	55,405	6,348,965	223.01	80.02	-10.3	-3.9
Connecticut	45,977	136,338	95,409	15,040,274	327.13	110.32	0.3	9.4
Delaware	11,462	32,588	22,853	2,465,548	215.11	75.66	2.0	4.1
Florida	82,001	229,510	167,008	12,133,244	147.96	52.87	-5.2	0.1
Georgia	78,911	208,673	153,656	8,516,612	107.93	40.81	-5.1	1.6
Hawaii	18,828	59,099	39,489	7,264,302	385.82	122.92	1.4	5.9
Idaho	7,500	20,233	14,002	1,950,148	260.02	96.38	2.3	9.6
Illinois	212,988	684,090	484,094	57,877,670	271.74	84.61	7.2	-2.7
Indiana	50,849	147,664	106,193	9,594,034	188.68	64.97	-5.1	-4.3
Iowa	33,730	94,581	61,501	9,791,571	290.29	103.53	-1.0	7.6
Kansas	23,775	63,557	46,518	5,728,635	240.95	90.13	-11.0	-10.4
Kentucky	60,735	165,096	117,010	10,206,528	168.05	61.82	-3.3	-0.8
Louisiana	64,878	207,749	154,391	8,415,057	129.71	40.51	1.0	4.0
Maine	20,828	60,453	40,510	4,720,503	226.64	78.09	(b)	9.5
Maryland	74,121	208,769	144,456	14,690,754	198.20	70.37	-0.4	5.2
Massachusetts	125,026	360,434	237,409	39,707,813	317.60	110.17	-3.5	-0.5
Michigan	206,170	631,271	433,447	72,656,842	352.41	115.10	0.6	8.1
Minnesota	47,591	129,534	88,033	14,330,946	301.13	110.63	-3.5	1.6
Mississippi	55,377	173,884	128,549	4,439,091	80.16	25.53	3.3	79.9
Missouri	64,837	193,925	133,659	12,557,599	193.68	64.75	-8.9	-1.0
Montana	6,448	18,089	12,711	1,393,298	216.08	77.02	-3.7	11.2
Nebraska	12,511	35,948	25,337	3,238,629	258.86	90.09	-0.1	-0.6
Nevada	3,692	10,151	7,221	692,702	187.62	68.24	-6.7	-6.1
New Hampshire	7,583	21,321	14,335	1,790,395	236.11	83.97	-4.3	-0.9
New Jersey	145,731	458,998	319,151	42,615,176	292.42	92.84	-1.1	4.6
New Mexico	17,210	51,551	36,281	2,785,556	161.86	54.03	-0.9	6.8
New York	365,337	1,120,617	776,035	132,703,555	363.24	118.42	-6.3	-8.1
North Carolina	74,720	195,006	140,553	11,681,259	156.33	59.90	-2.0	0.7
North Dakota	4,819	13,335	9,313	1,248,198	259.02	93.60	-4.5	-1.8
Ohio	166,576	482,698	331,849	37,618,998	225.84	77.93	-9.3	(b)
Oklahoma	28,928	86,825	63,924	6,443,251	222.73	74.21	-1.1	8.2
Oregon	44,993	123,550	79,696	12,548,728	278.90	101.57	-2.7	-1.6
Pennsylvania (a)	215,004	644,180	434,048	60,588,423	281.80	94.06	-5.1	-3.4
Rhode Island (a)	17,446	51,163	35,240	5,120,498	293.51	100.08	-3.5	-7.6
South Carolina	51,695	144,090	103,585	4,608,350	89.14	31.98	-0.2	7.3
South Dakota	7,324	20,351	14,863	1,501,356	204.99	73.77	-7.0	-1.4
Tennessee	58,638	159,185	115,063	6,676,477	113.86	41.94	-4.1	3.7
Texas	88,981	278,910	206,741	9,556,630	107.40	34.26	-8.2	-9.3
Utah	12,898	37,607	27,314	3,512,943	272.36	93.41	-7.8	-3.9
Vermont	6,771	20,453	13,357	2,119,405	313.01	103.62	3.0	22.3
Virginia	58,445	163,252	115,346	12,017,857	205.63	73.62	-2.0	6.2
Washington	51,004	144,356	92,559	16,084,521	315.36	111.42	-1.7	1.6
West Virginia (a)	26,843	77,792	58,447	4,605,536	171.57	59.20	10.0	-6.5
Wisconsin	72,009	198,737	135,636	23,132,763	321.25	116.40	0.3	5.4
Wyoming	2,449	6,238	4,474	555,794	226.95	89.10	0.8	21.0
Dist. of Col.	31,170	88,655	61,809	7,378,558	236.72	83.23	7.6	4.3
Guam	1,257	4,573	3,423	257,701	205.01	56.35	7.3	-3.8
Puerto Rico	41,701	165,511	117,869	1,972,922	47.31	11.92	-7.6	-5.8
Virgin Islands	958	3,020	2,453	154,649	161.43	51.21	-13.8	10.9

*Source: *Public Assistance Statistics*, U.S. Department of Health, Education, and Welfare, Social Security Administration, Office of Research and Statistics, September 1979. (Includes nonmedical vendor payments, unemployed father segment, and AFDC-foster care data.)

(a) Estimated data.

(b) Increase or decrease less than 0.05 percent.

Table 2
GENERAL ASSISTANCE, RECIPIENTS AND PAYMENTS: MARCH 1979*

State or other jurisdiction	Number of		Payments to recipients			Percentage change from March 1978 in	
				Average per			
	Cases	Recipients	Total amount	Case	Recipient	Number of recipients	Amount
Total	641,231	781,884	$102,863,780	$160.42	$131.56	-9.1	-3.8
Alabama	28	28	350	(a)	(a)	(a)	(a)
Arizona	2,316	2,316	222,261	95.97	95.97	(c)	1.8
California	34,858	36,999	4,868,419	139.66	131.58	-22.5	16.4
Colorado (b)	531	1,147	39,650	74.67	34.57	7.8	10.2
Connecticut (b)	14,491	22,370	1,963,862	135.52	87.79	0.0	0.0
Delaware	1,527	2,030	82,469	54.01	40.63	-5.5	-1.2
Georgia	1,559	2,422	123,359	79.13	50.93	-12.6	30.7
Hawaii	6,055	10,890	1,610,604	266.00	147.90	-27.4	25.8
Illinois (b)	71,784	84,566	10,656,052	148.45	126.01	-1.9	4.8
Kansas	4,120	4,734	512,166	124.31	108.19	-10.4	-25.1
Louisiana	2,842	3,006	185,904	65.41	61.84	5.5	12.2
Maine	2,081	5,289	151,480	72.79	28.64	-48.6	-47.9
Maryland	20,459	21,384	2,217,020	108.36	103.68	1.1	-2.5
Massachusetts	20,879	22,287	4,302,593	206.07	193.05	-2.8	77.2
Michigan	41,906	52,680	8,291,232	197.85	157.39	-9.3	8.8
Minnesota	10,974	12,551	1,663,353	151.57	132.53	-23.0	16.4
Mississippi	783	1,034	12,637	16.14	12.22	-25.9	-28.4
Missouri (b)	4,125	4,467	277,667	67.31	62.16	13.1	-13.9
Montana	625	1,006	49,359	78.97	49.06	-22.1	14.6
New Hampshire	2,054	3,755	210,899	102.68	56.16	2.1	-9.4
New Jersey	26,783	35,849	4,034,191	150.63	112.53	-4.6	8.6
New Mexico	437	450	44,225	101.20	98.28	27.5	31.1
New York	141,459	176,126	28,407,726	200.82	161.29	-6.9	4.5
North Carolina	3,085	6,181	158,970	51.53	25.72	-0.1	19.8
North Dakota	119	277	12,772	107.33	46.11	-6.1	6.2
Ohio	37,409	41,906	3,525,358	94.24	84.13	-15.4	-9.4
Oklahoma	994	2,498	34,822	35.03	13.94	100.8	120.0
Oregon	4,876	6,642	552,197	113.25	83.14	-27.0	4.9
Pennsylvania	143,175	163,706	23,491,081	164.07	143.50	-4.2	-1.7
Rhode Island	3,302	5,040	592,076	179.31	117.48	-23.3	-13.1
South Carolina	818	877	44,254	54.10	50.46	-23.3	-22.7
South Dakota	464	1,134	32,935	70.98	29.04	-6.6	5.6
Utah	1,704	2,275	313,831	184.17	137.95	6.2	5.1
Virginia	7,311	11,289	903,581	123.59	80.04	-9.3	2.4
Washington	10,580	11,434	1,444,835	136.56	126.36	-24.0	28.9
West Virginia (b)	3,140	7,649	185,801	59.17	24.29	44.2	42.1
Wisconsin	4,592	5,970	599,030	130.45	100.34	-22.0	7.7
Wyoming	286	602	15,461	54.06	25.68	-30.2	55.7
Dist. of Col.	6,036	6,279	993,421	164.58	158.21	-3.9	2.0
Guam	71	76	6,055	85.28	79.67	(a)	(a)
Puerto Rico	293	293	4,247	14.49	14.49	32.0	22.1
Virgin Islands	300	370	25,575	85.25	69.12	-0.3	34.0

**Source: Public Assistance Statistics*, U.S. Department of Health, Education, and Welfare, Social Security Administration, Office of Research and Statistics, September 1979. Data includes nonmedical vendor payments. Data does not include Alaska, Arkansas, Florida, Idaho, Indiana, Iowa, Kentucky, Nebraska, Nevada, Tennessee, Texas, and Vermont because (1) programs are administered by townships and local areas and reports are not available or (2) counties are unable to report on their state-assisted programs.

(a) Average payment not computed on base of fewer than 50 cases or recipients; percentage change on fewer than 100 recipients.

(b) Estimated data.

(c) Increase or decrease less than 0.05 percent.

Table 3
SUPPLEMENTAL SECURITY INCOME FOR THE AGED, BLIND, AND DISABLED: MARCH 1979*

State or other jurisdiction	Number of persons receiving federally administered payments				Payment (in thousands)				Average monthly amount of combined federal and state payments in states with federally administered state supplements			
	Total	Aged	Blind	Disabled	Total federal payments	Federal SSI	Federally-administered state supplementation (a)	State-administered state supplementation (b)	Total	Aged	Blind	Disabled
Total (c)	4,229,782	1,956,318	77,475	2,195,989	$565,015	$437,388	$127,627	$15,747	...	...	...	...
Alabama (d)	140,182	84,301	1,914	53,967	14,896	14,896	...	1,182	...	...	...	...
Alaska (d)	3,205	1,278	68	1,859	424	424	...	351	...	...	...	...
Arizona (d)	29,264	12,318	530	16,416	3,775	3,775	...	94	...	...	...	...
Arkansas	82,489	47,879	1,574	33,036	8,206	8,197	9	...	$ 99.48	$ 82.32	$132.97	$122.76
California	701,724	319,032	17,284	365,408	132,377	57,443	74,934	...	188.65	150.36	232.33	229.01
Colorado (d)	32,927	15,322	362	17,243	3,613	3,613	...	1,809	...	...	...	...
Connecticut (d)	23,496	7,991	313	15,192	2,875	2,875	...	1,259	...	...	...	...
Delaware	7,195	2,753	185	4,257	826	779	47	...	114.79	79.25	125.98	137.29
Florida	169,271	86,696	2,579	79,996	20,747	20,744	3	138	122.57	105.27	139.51	140.76
Georgia	158,406	77,482	2,943	77,981	17,432	17,414	18	...	110.05	88.30	137.54	130.62
Hawaii	10,147	5,189	146	4,812	1,536	1,158	379	...	151.40	132.41	191.23	170.68
Idaho (d)	7,601	2,968	93	4,540	825	825	...	251	...	...	...	...
Illinois (d)	125,997	38,501	1,697	85,799	15,599	15,599	...	2,002	...	...	...	...
Indiana (d)	41,579	16,672	1,068	23,839	4,414	4,414	...	...	...	...	...	...
Iowa	26,557	12,250	1,081	13,226	2,538	2,457	80	...	95.55	69.81	126.61	116.85
Kansas	21,621	9,161	322	12,138	2,139	2,129	10	...	98.95	77.46	133.87	114.24
Kentucky (d)	95,667	46,909	2,034	46,724	11,192	11,192	...	1,022	...	...	...	...
Louisiana	143,097	73,544	2,182	67,371	16,672	16,636	36	...	116.51	94.37	146.43	139.71
Maine	22,782	10,921	286	11,575	2,240	1,780	460	...	98.34	64.81	134.04	129.09
Maryland	48,599	17,046	574	30,979	6,026	5,999	26	30	123.99	82.37	151.91	146.37
Massachusetts	131,641	73,735	4,977	52,929	19,406	8,436	10,969	...	147.41	117.74	212.43	182.63
Michigan	118,214	42,397	1,729	74,088	18,607	12,100	6,507	...	157.40	117.22	179.35	179.88
Minnesota (d)	34,191	14,479	644	19,068	3,320	3,320	...	799(f)	...	...	...	...
Mississippi	115,947	67,313	1,828	46,806	12,736	12,729	7	...	109.84	88.89	141.06	138.75
Missouri (d)	89,169	46,509	1,502	41,158	9,673	9,673	...	1,156	...	...	...	...

Montana	7,340	2,679	140	4,521	837	781	56	...	113.98	73.01	125.36	137.90
Nebraska (d)	14,144	6,212	243	7,689	1,419	1,419	...	417	...	...	...	...
Nevada	6,444	3,518	406	2,520	785	589	195	...	121.76	103.37	181.95	137.75
New Hampshire (d)	5,455	2,319	132	3,004	572	572	...	290	...	...	...	...
New Jersey	84,617	33,452	1,021	50,144	11,254	9,350	1,904	...	133.00	105.08	151.53	151.25
New Mexico (d)	25,717	11,104	441	14,172	3,074	3,074	...	13	...	...	...	...
New York	377,901	147,302	3,970	226,629	60,782	41,386	19,396	...	160.84	119.74	178.92	187.24
North Carolina (d)	143,548	68,300	3,330	71,918	15,717	15,717	...	1,763	...	...	...	...
North Dakota (d)	6,862	3,701	65	3,096	687	687	...	4	...	...	...	...
Ohio	123,832	40,268	2,313	81,251	15,015	14,992	22	...	121.25	81.98	137.49	140.25
Oklahoma (d)	72,657	39,161	1,064	32,432	7,822	7,822	...	2,126	...	...	...	...
Oregon (d)	23,016	8,113	536	14,367	2,616	2,616	...	485	...	...	...	...
Pennsylvania	170,207	63,345	3,620	103,242	24,030	18,752	5,278	...	141.18	100.82	147.18	165.74
Rhode Island	15,506	6,361	184	8,961	1,843	1,377	466	...	118.88	83.83	152.56	143.06
South Carolina (d)	84,287	40,934	1,884	41,469	9,010	9,010	...	127	...	...	...	...
South Dakota	8,377	4,240	132	4,005	793	788	5	38	94.61	73.00	134.90	116.15
Tennessee	133,899	66,807	1,876	65,216	14,699	14,698	1	...	109.78	83.74	143.82	135.48
Texas (e)	269,678	160,271	4,126	105,281	27,443	27,443	...	...	...	...	...	...
Utah (d)	8,084	2,651	162	5,271	869	869	...	...	...	...	...	...
Vermont	9,083	3,947	120	5,016	1,170	799	371	...	128.81	95.17	155.65	154.64
Virginia (d)	80,461	37,604	1,419	41,438	8,606	8,606	...	384	...	...	...	...
Washington	48,541	16,992	546	31,003	6,730	5,204	1,526	...	138.64	98.56	166.92	160.11
West Virginia (d)	42,703	15,802	626	26,275	5,439	5,439	...	8	...	...	...	...
Wisconsin	68,883	32,987	958	34,938	9,311	4,476	4,835	...	135.17	101.87	184.05	165.27
Wyoming (d)	2,023	928	26	1,069	203	203	...	...	...	...	...	...
Dist. of Col.	14,908	4,293	197	10,418	2,081	1,995	86	...	139.60	96.42	161.73	156.98
Northern Mariana Is. (e)	584	364	23	197	99	99	...	...	...	...	...	...
Unknown	57	17	...	40	16	16	...	...	...	...	...	...

*Source: *Supplemental Security Income: Monthly Statistics*, U.S. Department of Health, Education, and Welfare, Social Security Administration, Office of Policy, March 1979 and May 1979.

(a) Excludes payments for state supplementation under state-administered programs.

(b) Excludes data for optional programs in North Dakota.

(c) Includes persons with federal SSI payments and/or federally administered state supplementation, unless otherwise indicated.

(d) Data for federal SSI payments only. State has state-administered supplementation.

(e) Data for federal SSI payments only. State supplementary payments not made.

(f) Represents data for February 1979; data not available for March.

Table 4

FOOD STAMP PROGRAM: JANUARY 1979*

State or other jurisdiction	Recipients			Payments		
	Total	Public assistance recipients	Nonpublic assistance recipients	Total value of coupons distributed	Total bonus value	Average bonus value per recipient
Total	17,292,943	7,977,252	9,315,691	$526,583,594	$523,832,851	$30.29
Alabama	353,649	93,890	259,759	10,971,389	10,971,389	31.02
Alaska	113,257	4,420	8,837	621,529	621,529	46.88
Arizona	43,625	27,446	86,179	4,254,960	4,254,960	37.45
Arkansas	244,794	51,769	193,025	7,469,574	7,469,574	30.51
California	1,376,794	977,158	399,636	36,977,696	36,969,907	26.85
Colorado	141,023	56,789	84,234	4,456,388	4,456,388	31.60
Connecticut	153,768	99,329	54,439	3,909,405	3,856,172	25.08
Delaware	37,294	24,962	12,332	1,143,719	1,143,719	30.67
Florida	707,434	156,905	550,529	24,774,942	24,774,942	35.02
Georgia	436,989	106,569	330,420	13,746,309	13,746,309	31.46
Hawaii	92,674	65,886	26,788	3,218,308	3,218,308	34.73
Idaho	35,106	14,659	20,447	1,145,895	1,145,895	32.64
Illinois	838,778	603,341	235,333	28,213,119	28,213,119	31.39
Indiana	209,273	94,294	114,979	6,525,062	6,525,062	31.18
Iowa	116,822	67,017	49,805	3,318,930	3,318,930	28.41
Kansas	62,548	39,086	23,462	1,695,436	1,695,436	27.11
Kentucky	374,220	89,128	285,092	11,742,473	11,742,473	31.38
Louisiana	409,868	148,612	261,256	13,097,398	13,097,398	31.96
Maine	118,222	37,022	81,200	4,024,541	4,024,541	34.04
Maryland	258,452	172,845	85,607	8,535,625	8,535,635	33.03
Massachusetts	477,770	326,556	151,214	14,124,105	14,012,994	29.33
Michigan	635,394	494,718	140,676	13,681,461	13,681,461	21.53
Minnesota	141,439	77,533	63,906	3,692,715	3,692,715	26.11
Mississippi	371,725	82,851	288,874	11,018,471	11,018,471	29.64
Missouri	222,640	104,573	118,067	6,668,639	6,645,990	29.85
Montana	32,048	11,530	20,518	1,026,416	1,026,416	32.03
Nebraska	48,118	22,979	25,139	1,310,208	1,310,208	27.23
Nevada	20,737	4,717	16,020	741,383	741,383	35.75
New Hampshire	39,131	17,165	21,966	1,403,589	1,403,589	35.87
New Jersey	487,904	346,484	141,420	15,807,256	15,146,012	31.04
New Mexico	132,244	38,063	94,181	4,428,784	4,428,784	33.49
New York	1,586,533	1,108,714	477,819	43,573,516	43,573,516	27.46
North Carolina	458,115	96,721	361,394	14,100,187	14,100,187	30.78
North Dakota	17,456	5,177	12,279	504,333	504,333	28.89
Ohio	698,468	417,961	280,507	22,625,482	22,625,482	32.39
Oklahoma	159,078	51,798	107,280	4,093,574	4,093,574	25.73
Oregon	180,859	96,266	84,593	5,637,316	5,637,316	31.17
Pennsylvania	891,226	658,388	232,838	23,454,335	23,454,335	26.32
Rhode Island	70,724	46,839	23,885	1,729,648	1,729,648	24.46
South Carolina	294,732	70,146	224,586	9,044,863	9,044,863	30.69
South Dakota	26,930	8,969	17,961	849,554	849,554	31.55
Tennessee	464,234	75,212	389,022	15,413,212	15,413,212	33.20
Texas	898,150	216,333	681,817	28,053,919	28,053,919	31.24
Utah	40,020	30,098	9,922	1,046,903	1,046,903	26.16
Vermont	37,979	15,644	22,335	1,068,404	1,068,404	28.13
Virginia	241,215	100,498	140,717	7,009,950	7,009,950	29.06
Washington	229,068	147,743	81,325	7,205,756	7,205,756	31.46
West Virginia	187,443	75,406	112,037	5,672,559	5,672,559	30.26
Wisconsin	200,373	135,942	64,431	4,660,530	4,660,530	23.26
Wyoming	8,866	3,097	5,769	268,658	268,658	30.30
Dist. of Col.	85,961	66,445	19,516	2,818,422	2,818,422	32.79
Puerto Rico	1,766,089	86,603	1,679,486	61,999,944	61,999,944	35.11
Virgin Islands	28,455	2,060	26,395	1,298,601	1,298,601	45.64

**Source:* Food and Nutrition Service, U.S. Department of Agriculture.

Table 5
MEDICAID EXPENDITURES, BY STATE: FISCAL 1977*
(In millions of dollars)

State or other jurisdiction	Total Medicaid payments(a)	Federal share(b)	State/local share(b)
Total	$16,357.0	$9,181.5	$7,128.1
Alabama	196.2	144.0	52.2
Alaska	19.1	10.5	8.6
Arizona(c)	...	...	...
Arkansas	146.1	110.1	36.0
California	2,214.4	1,104.1	1,110.3
Colorado	121.7	65.5	56.2
Connecticut	203.2	107.3	95.9
Delaware	22.2	11.6	10.6
Florida	236.2	133.4	102.8
Georgia	334.2	218.9	115.3
Hawaii	66.3	32.7	35.6
Idaho	33.6	23.6	10.0
Illinois	843.9	452.2	391.7
Indiana	237.8	134.9	102.9
Iowa	158.8	90.7	68.1
Kansas	142.5	81.4	61.1
Kentucky	185.1	136.2	48.9
Louisiana	218.9	167.7	51.2
Maine	88.9	67.2	21.7
Maryland	262.5	132.2	130.3
Massachusetts	781.4	385.0	396.4
Michigan	836.2	422.0	414.2
Minnesota	379.5	212.4	167.1
Mississippi	136.4	109.8	36.6
Missouri	180.1	109.2	70.9
Montana	42.6	26.9	15.7
Nebraska	68.1	40.2	28.9
Nevada	22.1	11.2	10.9
New Hampshire	45.9	27.5	18.4
New Jersey	472.7	236.3	236.4
New Mexico	47.4	34.6	12.8
New York	3,033.2	1,521.5	1,511.7
North Carolina	255.0	171.0	84.0
North Dakota	34.1	19.3	14.8
Ohio	530.4	296.6	243.8
Oklahoma	207.7	139.6	72.1
Oregon	136.7	85.6	51.1
Pennsylvania	887.2	513.8	373.4
Rhode Island	102.6	61.9	40.7
South Carolina	143.9	104.5	39.4
South Dakota	32.1	21.9	10.2
Tennessee	224.2	160.7	63.5
Texas	716.0	450.3	265.7
Utah	44.5	37.6	4.9
Vermont	44.3	32.0	12.3
Virginia	232.1	145.6	86.5
Washington	222.2	127.3	95.9
West Virginia	63.3	45.5	17.8
Wisconsin	505.4	312.3	193.1
Wyoming	8.4	5.1	3.3
Dist. of Col.	119.5	60.0	59.5
Guam	1.7	0.9	0.9
Puerto Rico	66.7	27.4	41.3
Virgin Islands	1.6	1.4	0.2

---

*Source: *Data on the Medicaid Program*, U.S. Department of Health, Education, and Welfare, Health Care Financing Administration, 1979.

(a) This includes only medical assistance payments that are computable for federal matching.

(b) Federal and state shares reflect actual expenditures. They differ from amounts calculated using federal medical assistance percentages because of corrections made for past overpayments and underpayments and other adjustments.

(c) No Title XIX program in effect.

Table 6
SOCIAL SERVICES PROGRAM, TITLE XX OF THE SOCIAL SECURITY ACT, FEDERAL ALLOTMENT FOR STATE USE*
(In thousands of dollars)

	Actual use of federal allotments in fiscal 1978			*Planned use of federal allotments in fiscal 1979*		
		Total state use			*Planned state use*	
State or other jurisdiction	*Federal allotment available*	*Amount spent*	*Percentage of allotment*	*Federal allotment available*	*Amount to be spent*	*Percentage of allotment*
United States	$2,500,000	$2,403,861	96	$2,499,820	$2,498,383	99.9
Alabama	42,500	37,988	90	42,683	42,683	100
Alaska	4,250	4,250	100	4,450	4,450	100
Arizona	26,000	21,185	81	26,437	25,000(a)	94.6
Arkansas	24,750	23,540	95	24,562	24,562	100
California	248,500	248,500	100	250,630	250,630	100
Colorado	29,750	29,750	100	30,083	30,083	100
Connecticut	36,250	36,250	100	36,302	36,302	100
Delaware	6,750	6,165	91	6,779	6,779	100
Florida	98,000	98,000	100	98,074	98,074	100
Georgia	57,750	57,750	100	57,883	57,883	100
Hawaii	10,250	10,250	100	10,330	10,330	100
Idaho	9,750	9,750	100	9,679	9,679	100
Illinois	130,750	116,914	89	130,778	130,778	100
Indiana	62,250	34,034	55	61,750	61,750	100
Iowa	33,750	33,750	100	33,425	33,425	100
Kansas	26,500	25,148	95	26,903	26,903	100
Kentucky	39,750	39,291	99	39,924	39,924	100
Louisiana	44,500	44,302	99	44,734	44,734	100
Maine	12,500	12,500	100	12,462	12,462	100
Maryland	48,000	48,000	100	48,263	48,263	100
Massachusetts	68,250	68,250	100	67,654	67,654	100
Michigan	107,500	107,500	100	106,030	106,030	100
Minnesota	46,000	46,000	100	46,178	46,178	100
Mississippi	27,500	24,930	91	27,416	27,416	100
Missouri	55,750	46,331	83	55,646	55,646	100
Montana	8,750	8,750	100	8,770	8,770	100
Nebraska	18,250	18,250	100	18,087	18,087	100
Nevada	7,000	5,758	82	7,104	7,104	100
New Hampshire	9,500	8,561	90	9,573	9,573	100
New Jersey	85,750	85,750	100	85,439	85,439	100
New Mexico	13,500	13,343	99	13,603	13,603	100
New York	212,500	212,500	100	210,613	210,613	100
North Carolina	64,000	64,000	100	63,694	63,694	100
North Dakota	7,500	7,500	100	7,490	7,490	100
Ohio	126,250	116,660	92	124,500	124,500	100
Oklahoma	31,750	31,750	100	32,214	32,214	100
Oregon	26,750	26,750	100	27,124	27,124	100
Pennsylvania	138,750	127,908	92	138,149	138,149	100
Rhode Island	10,750	10,750	100	10,796	10,796	100
South Carolina	33,000	33,000	100	33,170	33,170	100
South Dakota	8,000	8,000	100	7,989	7,989	100
Tennessee	49,250	45,061	91	49,079	49,079	100
Texas	143,500	143,500	100	145,428	145,428	100
Utah	14,250	14,250	100	14,302	14,302	100
Vermont	5,500	5,500	100	5,544	5,544	100
Virginia	58,250	56,148	96	58,605	58,605	100
Washington	41,500	41,499	99	42,067	42,067	100
West Virginia	21,250	21,250	100	21,208	21,208	100
Wisconsin	54,000	54,000	100	53,679	53,679	100
Wyoming	4,500	4,415	98	4,542	4,542	100
Dist. of Col.	8,500	8,500	100	8,176	8,176	100

Source: U.S. Department of Health, Education, and Welfare, *Technical Notes, Summaries and Characteristics of States' Title XX Social Services Plans for Fiscal Year 1979*, June 15, 1979.

(a) State not planning to use full fiscal 1979 federal allotment.

Table 7
OLDER AMERICANS ACT, TITLE III, FORMULA ALLOTMENT LEVELS: FISCAL 1979*

State or other jurisdiction	*Percentage distribution of population 60 and over, July 1, 1977*	*Part A: State administration*	*Part B: Social services & multipurpose senior centers*	*Part C: Nutrition services*
Total	100.000	$22,500,000	$195,000,000	$252,000,000
Alabama	1.671	300,000	3,131,353	4,046,672
Alaska	0.054	300,000	975,000	1,260,000
Arizona	1.048	300,000	1,962,993	2,536,791
Arkansas	1.159	300,000	2,170,916	2,805,492
California	9.334	1,547,073(a)	17,490,326(a)	22,602,884
Colorado	0.958	300,000	1,795,881	2,320,830
Connecticut	1.464	300,000	2,743,802	3,545,837
Delaware	0.228	300,000	975,000	1,260,000
Florida	5.662	938,446	10,609,536	13,710,785
Georgia	1.941	321,628	3,636,148	4,699,022
Hawaii	0.288	300,000	975,000	1,260,000
Idaho	0.365	300,000	975,000	1,260,000
Illinois	5.083	842,400	9,523,700	12,307,550
Indiana	2.321	384,677	4,348,945	5,620,174
Iowa	1.517	300,000	2,843,269	3,674,378
Kansas	1.193	300,000	2,236,363	2,890,068
Kentucky	1.590	300,000	2,979,920	3,850,973
Louisiana	1.534	300,000	2,873,815	3,713,853
Maine	0.537	300,000	1,007,057	1,301,427
Maryland	1.580	300,000	2,961,325	3,826,943
Massachusetts	2.871	475,926	5,380,552	6,953,329
Michigan	3.645	604,065	6,829,213	8,825,445
Minnesota	1.855	307,476	3,476,147	4,492,252
Mississippi	1.080	300,000	2,022,788	2,614,064
Missouri	2.508	415,640	4,698,984	6,072,533
Montana	0.345	300,000	975,000	1,260,000
Nebraska	0.802	300,000	1,502,664	1,941,904
Nevada	0.234	300,000	975,000	1,260,000
New Hampshire	0.388	300,000	975,000	1,260,000
New Jersey	3.486	577,858	6,532,934	8,442,561
New Mexico	0.425	300,000	975,000	1,260,000
New York	8.817	1,461,291	16,520,527	21,349,605
North Carolina	2.275	377,128	4,263,589	5,509,869
North Dakota	0.324	300,000	975,000	1,260,000
Ohio	4.697	778,541	8,801,738	11,374,554
Oklahoma	1.423	300,000	2,665,491	3,444,635
Oregon	1.160	300,000	2,174,041	2,809,530
Pennsylvania	6.126	1,015,355	11,479,022	14,834,429
Rhode Island	0.495	300,000	975,000	1,260,000
South Carolina	1.071	300,000	2,006,550	2,593,081
South Dakota	0.360	300,000	975,000	1,260,000
Tennessee	1.953	323,615	3,658,606	4,728,045
Texas	5.172	857,202	9,691,043	12,523,810
Utah	0.419	300,000	975,000	1,260,000
Vermont	0.219	300,000	975,000	1,260,000
Virginia	1.983	328,722	3,716,348	4,802,665
Washington	1.615	300,000	3,026,726	3,911,461
West Virginia	0.940	300,000	1,760,490	2,275,094
Wisconsin	2.220	367,957	4,159,910	5,375,883
Wyoming	0.159	300,000	975,000	1,260,000
Dist. of Columbia	0.299	300,000	975,000	1,260,000
American Samoa	0.003	75,000	121,875(b)	157,500(b)
Guam	0.009	75,000	487,500	630,000
Northern Mariana Islands	0.002	75,000	121,875	157,500
Puerto Rico	1.060	300,000	1,986,038	2,566,572
TTPI	0.021	75,000	487,500	630,000
Virgin Islands	0.013	75,000	487,500	630,000

**Source:* Administration on Aging, Office of Human Development Services, U.S. Department of Health, Education, and Welfare, August 1979. The fiscal 1979 Supplemented Continuing Resolution for Title III is $469.5 million to be distributed as follows: State agency activities $22,500,000, Social services and multipurpose senior centers $195,000,000; Nutrition services $252,000,000. For official allotment amounts, refer to revised grant documents.

(a) California's allotment for state administration funds to be reduced by $34,796 and social services funds to be reduced by $160,553 due to audit exceptions.

(b) Additional funds have been awarded to American Samoa in order to provide funding at the fiscal 1978 level. These funds will be made available from the amounts withheld for evaluation.

4. Public Protection

THE STATES AND THE CRIMINAL JUSTICE SYSTEM*

THE CRIMINAL JUSTICE SYSTEM—composed as it is of courts, police, and corrections—extends across all three branches of government as well as having an intergovernmental character. Actions by the federal government often exercise a profound influence on state policies. Thus, the first section of this article summarizes the major U.S. Supreme Court decisions affecting criminal justice systems which were handed down during the Court's last term. The federal government also affects state criminal justice agencies through its grant-in-aid programs. Renewal of federal grant programs authorized under the Law Enforcement Assistance Reform Act and the Juvenile Justice and Delinquency Prevention Act is discussed, along with other types of federal anticrime legislation.

State legislatures play a crucial role in effecting criminal justice reform by enacting statutes and authorizing funds for state criminal justice agency operations. Judging from the quantity of important legislation enacted in 1976 and 1977, criminal justice, and corrections issues in particular, is a top item on the agenda of state legislatures. This legislative activity in the states is summarized in the second section of this article. In addition, an executive view of criminal justice problems has been included in order to round out the current state of the states.

The final section catalogs recent developments and trends in addressing the problems of juvenile delinquency. Two primary trends are described—the deinstitutionalization of status offenders and the establishment of a more due process oriented system for juvenile criminal offenders.

Federal Activities

Supreme Court Decisions

Typical of the trend in recent years, the U.S. Supreme Court heard an extremely large number of criminal cases this term. The majority of appeals appeared to focus upon the investigative and arrest powers of law enforcement officers. Of great importance were the Court's statements with respect to search and seizure laws and the application of the Fourth Amendment to them. On the one hand, probable cause tests were carefully limited, but on the other hand, the Court, in *Rakas* v. *Illinois*, refused to allow two robbery suspects, discovered as passengers in a car that was searched for other reasons, to argue that they had been subjected to an illegal search since they had not been the target of the search.

---

*Various sections of this chapter were written by Gwen Holden of the National Criminal Justice Association, Nolan Jones of the National Governors' Association, Michael Kannensohn of the Council of State Governments, Lanny Proffer of the National Conference of State Legislatures, and Joseph L. White of the Academy for Contemporary Problems.

The Supreme Court changed the standard by which persons may appeal their convictions in state courts to federal courts under habeas corpus petitions. The prior test was modified in *Jackson* v. *Virginia* from one which would overturn the state conviction, if no evidence were present to sustain it, to one which would only sustain the decision if a rational trier of the fact could conclude guilt beyond a reasonable doubt. The result of this decision will undoubtedly be that states can expect to see far more appeals of state court convictions to federal courts.

The Supreme Court reviewed a number of appeals relating to numerous aspects of trials and trial procedure. Among other points of law, it overturned a conviction and possible death sentence, which had resulted from a hearsay evidence rule in the state code, because of the severity of the possible outcome (*Green* v. *Georgia*). But in another instance, it upheld the constitutionality of a state law mandating the 90-day suspension of drivers' licenses when drivers refuse to take breath tests for drunk driving (*Mackey* v. *Montrym*). A statute which mandates life imprisonment after a defendant is convicted of first-degree murder, and which also permits the same sentence when the defendant pleads no contest, was also held to be constitutional (*Corbitt* v. *New Jersey*). In an important deviation from the doctrine that an indigent misdemeanant may not be imprisoned if the state did not protect the defendant's right to counsel, the Court ruled that this Sixth Amendment right does not apply in cases where the statute authorizes imprisonment but where the Court only applies a fine (*Scott* v. *Illinois*). This could have far-reaching effects upon current state practices of appointing counsel in misdemeanor cases.

The Court again limited the role of courts in dealing with conditions in detention and corrections facilities. In *Bell* v. *Wolfish*, the Supreme Court held that there must be a constitutional basis for judicial intervention, i.e., that the conditions complained of must amount to unconstitutional punishment. The Court examined five practices at the federal detention facility in New York City, namely, "double-bunking" of prisoners, a "publisher only" rule restricting the receipt of certain books, a rule forbidding prisoners to watch while their cells are searched, a rule against receiving packages, and a practice of body-cavity searches after contacts with visitors. After doing so, it concluded that none of these practices violated the First, Fourth, or Fifth Amendments. The Court held that a presumption of innocence applied to trials and not to detention, unless it could be proven that the facility officials acted with an intent to punish rather than with an intent to maintain the institution's security.

The Court also held that a state does not create a Fourteenth Amendment right to parole by establishing a discretionary parole system. While it is true that due process has been held to apply to parole revocation hearings, there is no comparable right to receive a parole during the period of the confinement sentence (*Greenholtz* v. *Inmates of the Nebraska Penal and Correctional Complex*).

Federal Criminal Code

Following the lead of a majority of the states, Congress seems on the verge of enacting a new federal criminal code. The effort is traceable to at least 30 years ago when the American Law Institute (ALI) began to draft a criminal code which could serve as a model for state legislatures. The code was completed in 1972 and has been used as a model in 23 states. In 1966, Congress established a National Commission for Reform of Federal Criminal Laws. The commission drew heavily upon the work of ALI. However, the product produced by the commission contained provisions that were objected to by liberals and conservatives alike. Of most significance to the states was the perceived expansion of federal jurisdiction. The most notable of these was the "piggyback" provision which provided that if there was federal jurisdiction over one offense in a multioffense transaction, then federal jurisdiction could attach and all the offenses could be tried in federal court. Although that provision has been softened in subsequent versions of the legislation, jurisdiction continues to be a major stumbling block to passage of a revised and simplified federal criminal code.

Ohio State law professor John Quigley has pointed out a number of other ways in which the proposed code would expand federal jurisdiction. Under the version passed by the Senate during the 95th Congress, the code would extend federal jurisdiction to robbery if the crime "affected" interstate commerce. State jurisdiction of certain political offenses, such as election fraud, could be preempted by the U.S. Attorney General if he felt the offense would not be adequately prosecuted by state authorities. The expanded federal jurisdiction could increase the federal case load 400 percent, Professor Quigley predicted.

The House Judiciary Committee shared the state's view that the legislation, as it passed the Senate, raised serious questions about expansion of federal jurisdiction. During the 96th Congress, the House Judiciary Committee developed its own, less intrusive legislation. At this date it is unclear how, or if, the issue will be resolved during the 1980 session of Congress.

Because of its potential use as a model for the states, sentencing provisions of the proposed code are being watched by state groups. The Senate version (S. 1437) establishes a National Sentencing Commission to promulgate sentencing guidelines. These guidelines would determine the type of sanction, such as a fine, probation, or incarceration, and the amount or duration of the penalty. A judge would be permitted to impose a sentence outside the guidelines, but would be required to state his reasons in writing. Sentences outside the guidelines would be appealable by the prosecutor or the defendant. Parole is virtually eliminated by specifying that the term of imprisonment not be subject to early release unless there were exceptional circumstances.

The House bill differs somewhat in its approach to sentencing. Members of the House committee felt that parole should be retained through a transition period of five years to determine how well the sentencing guidelines work. The House committee also took the position that the prosecution should not have authority to appeal a sentence outside the parameters of the sentencing guidelines for a particular offense.

Victims of Crime

Despite a mood of fiscal restraint, the 96th Congress has moved toward enactment of a program which would compensate victims of federal crimes and modestly subsidize similar programs in the states. As reported by the House Judiciary Committee, the legislation would provide grants to qualifying state victim compensation programs in an amount equal to 25 percent of the cost of compensating victims of state offenses and 100 percent of the cost of compensating victims of federal offenses. Federal grant funds could not be used to defray administrative expenses. The House bill has a "Son of Sam" provision which would require states to set up escrow accounts to benefit victims of crime from book royalties and similar profits accruing to criminals.

The Senate bill differs slightly from the House bill. There is no "Son of Sam" provision in the Senate bill and participating state programs would not be permitted to base eligibility on financial means of the victim.

Prospects for enactment of the legislation have been somewhat dampened by expressions of opposition from the White House. While agreeing with the philosophy and objectives of the legislation, the administration objects to passage at this time on budgetary grounds.

Justice System Improvement Act

In 1979, the Law Enforcement Assistance Administration (LEAA) was subjected to the most searching and comprehensive congressional review of its 10-year history in 1979. Responding to conflicting claims of the agency's effectiveness, Congress revised the agency's basic operations in an effort to reduce red tape and narrow the scope of programs for which its federal assistance can be used. However, the program was reauthorized at a higher level than in the previous authorization and for four years, the longest period in LEAA's history. Pending reauthorization action, Congress appropriated only $486 million for the act, down $150 million from 1979 and $400 million less than the peak year of 1975.

Congress modified the LEAA legislation in order to improve the administration of the act without substantially altering its objectives. The Justice System Improvement Act of 1979 (JSIA) is the product of a view that holds that the research, statistics, and categorical programs of LEAA have not lived up to their congressional mandate and that more independence for research and statistics operations and greater evaluation of direct programs of federal assistance would hold greater potential for success in fighting crime.

In passing JSIA, Congress reallocated LEAA functions into four equal organizations under the general authority of the attorney general. LEAA will be a co-equal, headed by a presidential appointee, with the three other divisions—the Office of Justice Assistance, Research and Statistics; the Bureau of Justice Statistics; and the National Institute of Justice. LEAA will retain responsibility for administration of the majority of federal funds directed to the four organizations. Establishment of the four entities constitutes a dividing up among the four divisions functions formerly performed by LEAA. New statistical responsibility was provided to the Bureau of Justice Statistics and the administration of a new program, the National Priority Program, was assigned to LEAA.

Of significance to the states is the change in the scope of responsibility of the state criminal justice planning agencies, renamed criminal justice councils (CJCs) under JSIA. While continuing the primary responsibility for coordination in the area of criminal justice with CJCs, Congress has given large cities and counties more authority. Large cities and counties are guaranteed a fixed allotment of funds and are freer to select their own priorities for funding. Congress has also increased the monitoring and evaluation tasks imposed upon the states and local units of government. In this manner, Congress evidently hopes to increase the discretion of local planning and reduce red tape while maintaining state and local accountability.

Despite some of these and other changes that limit the discretion of states to utilize their crime control funds, there are several new features of JSIA which may be attractive to states. The application, which was formerly an extensive state plan, should be greatly reduced in size and complexity. Under the new legislation, applications for funds will be simplified and comprehensive applications need be prepared only triennially, with annual updates. Matching funds for categorical grants will be eliminated. However, states will have to pick up a larger share of the administrative expenses. Beyond a guaranteed base for administration, additional funds must be matched dollar for dollar by the states.

Juvenile Justice and Delinquency Prevention Act

The act, which provides assistance to states and localities for juvenile delinquency prevention and treatment, expires in 1980 and will be subjected to congressional scrutiny prior to reauthorization during the second session of the 96th Congress. For additional information on current provisions of the act, see the 1978-79 edition of *The Book of the States.*

State of the States

In the summer of 1979, the National Governors' Association, along with the National Institute of Law Enforcement and Criminal Justice of LEAA, the National Conference of State Criminal Justice Planning Administrators, and staff members of North Carolina Governor James Hunt's office, sponsored a "Conference on Crime Control: The State of the Art" in Arlington, Virginia. More than 300 delegates attended. Topics for the conference centered around court administration, corrections, juvenile justice, criminal justice planning, and crime prevention.

The conference agenda was developed after mailing questionnaires to governors and criminal justice planners asking them to rank, in order of priority, a list of criminal justice problems. From this process, the top five problem issues in criminal justice were selected and developed as central themes for the conference. The specific areas of concern were refined through an assessment of the questionnaires, and eventually formed the basis of a series of conference workshops:

- Making criminal justice planning and development a permanent part of government.
- Juvenile justice: deinstitutionalization and alternatives to incarceration, and the violent juvenile offender.
- Courts: sentencing and reducing court delay.
- Corrections: prison overcrowding, restitution and other alternatives, and meeting prison standards within the budget.
- Crime prevention in the community.

In a very direct sense, the conference agenda, in surfacing the concerns of key state officials, simultaneously pinpointed the state of criminal justice thinking in a majority of state governments during the past year. At the same time, these themes are not different from concerns expressed for the past four or five years.

When abstracted to a more theoretical level, it appears that the overriding interests bear upon a need for more efficient coordination of services, a desire for cheaper and more effective solutions to criminal behavior, and a recognition that a greater sense of essential fairness is needed in the criminal justice system. It is apparent that the cost of maintaining the current system, regardless of desired improvements, remains a serious concern.

State Legislative Activities

In a trend that has persisted over the late 1960s and throughout the 1970s, crime continues as one of the top national domestic issues. Reflecting the concerns of its citizens, state legislatures in 1978-79 have been active in passing measures to improve the capacity of state and local criminal justice systems to deal with the problems of crime. Some discernible legislative trends can be observed, with the principal activity in the areas of sentencing reform, criminal and penal code revision, compensation and restitution to victims of a crime, capital punishment, rape and sexual assault laws, and pornography. The following summarizes the major criminal justice enactments for the 1978-79 legislative sessions, while the juvenile justice legislation will be outlined in a later section.

Criminal and Penal Code Revisions

Alaska, California, Maryland, Michigan, and New Jersey revised their criminal codes. With their action, 39 states have now revised their criminal codes. Prior to the general movement toward revision, state criminal codes were characterized by often overlapping, duplicative, and inconsistent statutes, many of which had not been updated during the century.

Crime Victim Compensation

Compensation was legislatively authorized for innocent victims of violent crime in Connecticut, Kansas, and Nebraska. Twenty-eight states now have programs in which victims of violent crime are granted financial compensation by the state (see Table 1). Criminals may also be required to make direct financial restitution to their victims in Mississippi and Utah as a result of legislative action taken in those states.

While victim compensation and restitution programs differ according to the source providing financial redress, the types of offenses covered also vary under both types of statutes. While state compensation is awarded to victims of violent crimes, restitution by offenders to their victims is generally provided for property or related offenses. Nonetheless, the two approaches indicate the importance that states are placing upon providing financial assistance to victims of crime.

Capital Punishment

In its 1972 *Furman* v. *Georgia* decision outlawing capital punishment, the U.S. Supreme Court did not explicitly establish the unconstitutionality of death penalty statutes. Responding to the Court's somewhat ambiguous objection to capital punishment in that decision, states attempted in the succeeding four years to reinstate or extend mandatory death penalty statutes for selected categories of crime. Because there was no definitive majority opinion in *Furman*, a number of states interpreted the ruling as requiring that the death penalty be mandatory rather than discretionary. As of 1976, about 25 states had enacted new capital punishment laws listing specific crimes for the death penalty. In that year, several state laws were challenged and the Court used these cases to clarify *Furman*. In *Woodson* v. *North Carolina*, the Court struck down mandatory death penalties, but upheld the constitutionality of capital punishment. In another case (*Gregg* v. *Georgia*), Florida, Georgia, and Texas laws, providing for a second trial or hearing to determine whether there were aggravating or mitigating circumstances, were affirmed by the Court in 1976. The widely publicized execution of John Spenkelink was made possible by the Court's decision in the Florida case.

States moved quickly in the aftermath of *Gregg* and, as of June 1979, 20 states, either through revisions in existing statutes or passage of new legislation, had acted to ensure conformance with that decision. In total, 37 states had capital punishment statutes on the books as of December 1979. During the 1978 and 1979 sessions, in particular, the death penalty was reinstated by law in Maryland, Pennsylvania, and South Dakota, and by voter approval in Oregon. Capital punishment bills, however, were vetoed by governors in New Jersey and New York, although New York still has a capital punishment provision in the statutes.

Application of the death penalty was expanded in South Carolina by the legislature and in California by voters. Four states now permit the administration of a lethal substance as a method of execution (see Table 2).

Pornography

In recent years, the multibillion dollar pornography industry has taken a new form—the exploitation of children. Consequently, legislatures have moved to curb the growth of child pornography in sexually explicit magazines and films. The trend in this legislation is toward stiff fines and prison terms for people who use a minor in an obscene performance which will be photographed or filmed, with the definition of a minor's age varying from state to state.

Child pornography is now illegal in more than 30 states, with laws passed in 1978 and 1979 in Alabama, Arizona, Georgia, Hawaii, Indiana, Iowa, Kansas, Kentucky, Maine, Michigan, New Mexico, South Carolina, Utah, and Wisconsin. Obscenity and pornography, in general, also came under new regulation through legislation enacted in Alabama, Michigan, Montana (approved by voters), South Carolina, and Tennessee.

Rape and Sexual Assault Laws

A top priority of many feminist groups has been to bring about changes in laws governing rape. In particular, efforts have been directed toward limiting admission in court of the victim's prior sexual conduct. Rape and sexual assault laws were revised in California, Georgia, Louisiana, New Mexico, New York, Tennessee, and Utah.

Sentencing

The 1970s have seen the emergence of sentencing reform as perhaps the top issue of legislative interest. In particular, the growing momentum for sentencing reform has focused on efforts to reduce discretion exercised in the indeterminate sentencing system, under which most states continue to operate.

Two divergent and perhaps contradictory motivations seem to have prompted this political concern with indeterminate sentencing. The first is that sentencing uncertainty undercuts the effects of deterrence inherent in criminal law, thereby contributing to recidivism and high crime rates. The other is the allegedly wide and unwarranted disparities in prison terms, which lead to inequities, arbitrariness, and unfairness of offenders. Release decisions of the parole board—an important feature of the indeterminate sentencing system—have been a principal target of political attack and legislative action.

Two distinguishable types of sentencing reform approaches can be discerned from state legislative activity. First are measures which aim at replacing indeterminate sentencing with some form of determinacy. Mandatory and determinate sentencing statutes are representative of this approach and are designed to abolish parole release decisionmaking. A second approach has been to enact legislation which improves upon existing indeterminate sentencing systems by attempting to eliminate some of their more criticized features. Contract parole, parole guidelines, and parole eligibility date revisions are among the methods intended to institute more certainty into the parole process. Of the two approaches—replacing indeterminate sentencing entirely or reforming it—legislatures have been more inclined toward the former.

Under the determinate sentencing model, three types of legislation have emerged. The first is presumptive sentencing legislation. In this approach, a presumptive sentence is fixed within the statute for each class of offense. If the judge decides upon a sentence of imprisonment, he must impose that presumptive term unless aggravating or mitigating factors are found, in which case he may increase or reduce, respectively, within narrow sentencing ranges. The discretionary latitude permitted in most of the statutes averages in the range of 20 to 25 percent, with the range widening as the severity of the offense increases.

States passing presumptive sentencing legislation in 1978 were Alaska, Arizona, Colorado, and New Jersey, and in 1979 New Mexico and North Carolina . Florida enacted a presumptive bill during the 1978 session, but it was vetoed by the governor. Major modifications to California's 1976 determinate sentencing bill, establishing more stringent penalties for certain repeat and violent offenders, were contained in A.B. 476 passed by the legislature in 1977.

A second type of determinate sentencing model is what can be labeled "determinate discretionary." In this approach, the legislature establishes ranges of sentences, which widen considerably as the severity of the offense increases (Illinois Class X offenses, 6 to 30 years; Indiana Class A felonies, 40 to 80 years). Within these ranges, the judge can impose any prison term he chooses; however, that penalty must be fixed and determinate. Only Tennessee passed this type of determinate sentencing legislation during 1978 and 1979, joining Illinois and Indiana as states which have implemented the determinate discretionary model.

Sentencing guidelines are a third method for instituting a determinate sentencing system. Under this model, a sentencing commission is established which determines a narrow range of penalties structured according to a two-dimensional grid based on severity of offense and prior criminal record. Proposed sentencing ranges, under sentencing guidelines, have tended to permit more discretionary latitude but are still narrower than most indeterminate systems. Judges, furthermore, are not restricted to a presumptive term but must only stay within the prescribed range. The judge is only allowed to go outside for compelling reasons which must be justified in writing. If the judge does go above the range, the defendant has the automatic right of appeal, while the prosecutor has the same privilege if the judge goes below. The sentence imposed by the judge is fixed and definite.

As with the presumptive and determinate discretionary methods, parole release decisionmaking is abolished while a formal period of parole supervision is retained. Minnesota (1978) and Pennsylvania (1978) are the only states thus far to pass a guidelines bill, although the sentencing guidelines approach is under serious consideration in several other jurisdictions where questions are being raised about the practical wisdom, under the presumptive sentencing approach, of fixing determinate terms statutorily. Some of the experience to date in California has suggested that once fixed terms are specified by statute, the tendency of the legislature, under continuing public pressure to "get tough" with criminals, will be to lengthen sentences without establishing any corresponding mechanism to ameliorate terms. Thus, sentencing guidelines bills are designed to create a presumably more rational process for structuring and narrowing sentencing discretion than that which exists in the state legislative process.

Another measure which impacts significantly on parole release is mandatory sentencing. There were numerous mandatory sentencing laws among the 1978 and 1979 statutory changes. Proposals to institute mandatory sentencing are still commonly confused with determinate sentencing. To clarify, mandatory sentencing eliminates judicial and parole board discretion by requiring imprisonment for selected categories of offenses; determinate sentencing involves terms of imprisonment while retaining judicial choice to prescribe penalties other than incarceration (probation, restitution, etc.), where appropriate. Mandatory sentencing, unlike determinate sentencing, also tends to be oriented toward selected categories of offenses, usually those involving armed, violent, drug, or repeat offenders. Several states passed one or more mandatory sentencing bills. Florida, Hawaii, Louisiana, Maine, Michigan, and Tennessee enacted mandatory statutes for drug offenders. Arizona, Florida, Louisiana, Montana, New Mexico, Tennessee, and West Virginia took similar action for repeat offenders. Violent offenses such as kidnapping, rape, murder, and armed robbery were singled out for mandatory sentences in Arizona, Georgia, Hawaii, Illinois, Maryland, Mississippi, New Hampshire, New Mexico, New York, North Carolina, Oklahoma, Oregon, Tennessee, and Texas.

Substantially less interest has been evidenced through legislative action in improving indeterminate sentencing systems. One of the more popular programs in recent years, however, has been contract parole. Four more states—Florida, Minnesota, South Carolina, and Wisconsin—enacted contract parole in 1978 and 1979, making a total of 12 states now having such programs.

New parole regulations establishing definite parole release ranges and dates have been issued by parole boards in response to criticisms of their decisionmaking policies, practices, and procedures. In 1978, Florida became the first state to implement a parole guidelines system statutorily. This action may herald similar legislative moves in other states which wish to structure and limit parole release decisionmaking, but still retain parole boards to make these determinations.

Although the motivation often differs from contract parole and parole guidelines, legislation revising minimum parole eligibility dates also affects parole release practices in an indeterminate sentencing system. In most cases, these changes are upward revisions in parole eligibility dates and represent another "get tough" approach by state legislatures toward crime. Arizona, Florida, Kansas, New Mexico, South Dakota, and Virginia passed such legislation during 1978 legislative sessions.

Other Legislation

Legislation of significance was passed in other areas which could not be grouped into a generic classification scheme. Illicit drugs were the subject of new laws cracking down on PCP, also known as angel dust, in California and New York. Marijuana possession in small quantities will be punishable by a fine rather than jail in Nebraska, which joined 10 other states with similar laws. Minnesota retroactively reduced to misdemeanors past convictions for small amounts of marijuana (see Table 1).

Michigan passed several criminal justice measures. One established a state arson strike force unit. Domestic violence was the subject of a new law which expanded the authority of peace officers to make arrests in domestic assaults, required reporting of assaults, and authorized shelters for victims of domestic violence. Other significant Michigan action facilitated transfer of mentally ill prisoners to mental hospitals, established a commission on criminal justice, and repealed laws which allowed surveillance of persons suspected of subversive activities.

New Jersey adopted a new penal code which would allow the continuance of wiretapping and electronic surveillance, upon court approval, as well as decriminalize certain acts by consenting adults.

Shoplifting penalties were set in Georgia and Vermont. Permits were required for pistols in Iowa. Criminal justice planning agencies were established in Hawaii, Mississippi, and South Dakota.

Corrections changes included funds for a new prison in Colorado, sentences for criminals to perform community service in Hawaii, a community corrections law in Kansas, and provisions for jobs for inmates in Mississippi, Nebraska, and Utah.

Juvenile Justice

In every state juvenile code there is an offense which is identified as juvenile delinquency, the violation of which can subject children, their parents or guardians, and other adults to the juvenile judicial process. However, there are no degrees of delinquency, so that the most minor misdemeanor is indistinguishable from a major felony. In addition, states variously define delinquency, generally following one of three basic patterns.

Over one half the states restrict the definition to acts which, if committed by adults, would be crimes. One variation frequently encountered is that such definitions include violations of previous court orders as a basis for delinquency, in addition to criminal-type offenses. The second type of statute includes the aforementioned offenses and also includes an offense or two, such as curfew violation, which only apply to juveniles. The third variation is one in which delinquency is defined as constituting all criminal-type offenses, violations of court orders, and all child-related offenses, currently known as status offenses. Status offenses encompass such acts as truancy, ungovernability, violation of smoking or drinking laws, or attempting to get married under the legal age without parental consent.

In states having either of the first two types of definitions, separate offenses are established to cover such behavior. Although the term "status offense" does not appear in any state code, various synonymous terms are employed, such as child, person, minor, or juvenile in need of supervision; unruly child; incorrigible or ungovernable child; or wayward youth.

In the past several years, some fundamental issues have arisen which deal, in one way or another, with the jurisdiction of juvenile courts over children in trouble. Bills have been introduced or passed in state legislatures which address aspects of due process in connection with juvenile detention, hearings, and dispositions; the separation of status from criminal-type offenders; and the degree to which dangerous juvenile offenders shall be treated as adults.

Status Offenders

Two trends have clearly emerged in handling status offenders—one relating to jurisdiction and the other having to do with treatment. In a few states, legislation has been passed which abolishes original and exclusive court jurisdiction over status offenders, requiring such juveniles to be referred to specified social agencies. Courts are authorized to assume jurisdiction only when the efforts of these agencies fail to alleviate the offending behavior. In other states, delinquency has been redefined to either create status offense categories or expand previous definitions of dependency or neglect. No state has abolished jurisdiction over status offenses to date, despite the introduction of numerous bills in state legislatures designed to accomplish that objective. Where such legislation is being contemplated, there is an apparent expectation that community-based services, such as educational alternatives, crisis intervention, family counseling, and shelter care would preclude the necessity for judicial intervention.

Less drastic has been the trend toward what has become known as the deinstitutionalization of status offenders. Again, this phenomenon may be viewed from two perspectives, neither one of which necessarily lives up to the euphemism describing the phenomenon. The first noticeable change in state practices has been a growing separation of status offenders from juveniles who have committed criminal-type offenses, both in institutional and noninstitutional programs. The second change has been the removal of status offenders from institutions defined as juvenile detention or corrections facilities. Their removal is specifically mandated as a condition for receiving federal funds under the Juvenile Justice and Delinquency Control Act of 1974, and has undoubtedly affected state policies in this regard. It should be borne in mind, however, that neither the segregation of status offenders nor their removal from detention and corrections facilities necessarily means that they will be exempt from either confinement in other types of facilities or from court jurisdiction itself. It does signify, however, an important step in ameliorating some of the more pernicious effects of mixing younger, less experienced children who have committed no crimes with older, more sophisticated delinquent youth.

Dangerous Juvenile Offenders

In addition to a growing separation between status offenders and juveniles who commit criminal-type offenses, so has there been a growing propensity to distinguish between delinquents who commit minor and property-related crimes and those who are charged with more serious offenses—murder, rape, armed robbery, kidnapping, and aggravated assault. State laws permit such juveniles to be treated more like adults than children, under limited circumstances which vary from state to state. The most frequently encountered option statutorily permits juvenile courts to waive juveniles to criminal courts so that they may be tried as adults. Normally, certain precedent conditions are imposed, such as a finding of probable cause that the accused juvenile committed a felony; a minimum age requirement; and frequently a determination that, if guilty, the juvenile could not effectively be rehabilitated as a juvenile. A few states vest original jurisdiction over juveniles charged with certain crimes, either defined as felonies or as capital offenses, in criminal courts. In those states using this form of adult court jurisdiction over juveniles, the statutes usually provide for either waiver to juvenile court, if the court believes the defendant can best be rehabilitated as a juvenile, or for commitment to state juvenile institutions to serve the imposed sentence. Rapidly disappearing from state codes is the authority, previously vested in juvenile courts, to commit dangerous juvenile offenders directly to reformatories or other adult correctional institutions, without resorting to the waiver process.

The trend toward transferring jurisdiction of dangerous juvenile offenders from juvenile to adult courts has led to a reexamination of the intended purposes of juvenile courts. Clearly, the traditional techniques of juvenile courts and their related services appear inadequate to deal with the rise in violent crime by juveniles. Yet, the juvenile court movement was predicated upon the desire to protect juveniles from the vicissitudes of the adult penal system, regardless of their crimes. Like the issue involving the propriety of status offenders in juvenile court, the question of appropriate services for dangerous juvenile offenders is likely to be keenly debated.

Due Process for Juveniles

Interestingly enough, little concern has been shown recently over what becomes of those youths who commit nondangerous criminal acts, even though they far outnumber the others. The due process and programmatic questions relating to status and dangerous juvenile offenders have captured both public and professional interest at the moment, thereby limiting serious debate over how to handle other juvenile offenders.

An equally curious phenomenon has occurred in the field of delinquency prevention. In the early 1970s, much attention was paid to the prevention of juvenile delinquency as a logical step toward the prevention of subsequent serious criminal activity. The whole approach of delinquency prevention program development was based on the assumption that we knew what caused juveniles to commit criminal acts: poor education, substandard living conditions and, most important, the lack of opportunities for employment, recreation, and accomplishment. Whether these assumptions were false, or whether they were never fully tested, the answer may now be somewhat academic. In the mid-1970s, delinquency prevention activity declined sharply from the efforts of several years ago in favor of programs with more generalized objectives.

Similarly, less importance has been placed, in public dialogue and in official legislation, upon the concept of parens patriae (the state as being the legal guardian of its people), which has for decades been the legal basis for justifying juvenile court intervention in the life of troubled children. In the past, debate continuously centered around the adequacy of service delivery. Were the courts doing enough? Were they giving the best service available? In the mid-1970s, there was a decided shift to a point where questions now are centered upon the propriety of service delivery. By what right do the courts intervene? How voluntary are the options available to the affected child? Carried to its logical conclusion, one must ultimately question the need for a special children's court. If due process requires, as many would argue, the erasure of the differences in levels of proof, informed consent, the specificity of charges, and judicial discretion, then a trier of the fact and applier of the law could just as easily be an adult court judge as a juvenile one. The fusion of adult and juvenile courts would in no way require the commingling of delinquents and adult criminals in corrections facilities.

The proponents for retaining present juvenile court jurisdiction and the concept of parens patriae argue that removing status offenders from the jurisdiction of juvenile courts will ultimately result in the complete destruction of the separation of juveniles from adults within the judicial system. Their fear is that concern for providing the due process guarantees to juveniles will result in a highly rigid and formalized series of alternative dispositions, thereby abandoning the 80-year-old notion of surrogate, paternal control.

Looking Ahead

The major criminal justice issues that will continue to draw attention over the next few years will be those that pertain to economics. The services most likely to be affected will probably be research, prevention, diversion, and community-based corrections. Also adversely affected will be those state and local programs which, for one reason or another, have been unable to find alternative sources of funding.

The shift in federal emphasis, evidenced in JSIA, suggests that state and local planning activities will become focused upon more limited objectives than has previously been the case. Planning for coordination of services, a term more realistic than comprehensive planning for crime control, will characterize more of the activities of state planning agencies. Concomitantly, these agencies will probably tend to focus greater attention upon program evaluations and fiscal audits.

Few new initiatives will be evident, although greater efforts toward jail, prison, and juvenile facility construction will probably occur. The state and local elections in 1980 will undoubtedly result, in some states, in cabinet and agency reorganizations. These will invariably affect public safety and, especially, corrections services.

With regard to juvenile delinquency, a number of issues are likely to occupy considerable public attention for years to come. The paucity of available policy choices to deal with dangerous juvenile offenders may well be the single, most important issue facing state governments in this area. In all probability, the dialogue will focus upon modifying the waiver procedure, reducing the age of majority for criminal prosecutions, and creating a policy to govern juvenile facility construction.

The concern for ways in which juvenile status offenders are handled in juvenile courts will continue to be expressed. To deal with this problem states may either remove such offenders from the jurisdiction of the courts or, more likely, separate them procedurally or institutionally from criminal-type offenders. Among the ways separation may be achieved without relinquishing all judicial responsibility are: (1) preventing status offenders from being held in detention and corrections facilities; (2) eliminating status offenses as offenses, and treating such children as neglected youth; or (3) providing specific diversionary services.

Concomitantly, crisis intervention and alternative education programs will continue in popularity, in preference to court referrals. In general, juvenile court jurisdiction, procedures, and dispositional options will undergo close scrutiny, particularly as they are affected by current theories of due process and community-based alternatives to judicial intervention. The interstate placement of juvenile offenders will be subjected to increased legal challenges, as will be the traditional discretionary powers of courts and prosecutors in handling juveniles. Of a less substantive but nonetheless equally important nature will be a growing reexamination of state fiscal contributions to local governments for juvenile services through various types of subventions and subsidies. As states mandate more services and continue to restrict existing unacceptable options, local governments will strive to assure that state governments pay for the changes thereby made necessary.

Table 1
CRIMINAL JUSTICE STATUTES IN SPECIFIED AREAS*

State or other jurisdiction	Violent crimes: provides compensation to victims	Domestic violence (a)			Public intoxication uniform act which includes decriminalization	Decriminalization of marijuana		
		Provides injunctive relief (b)	Provides shelter services	Criminal statutes and proceedings (c)		Amount that can be legally possessed (d)	Fine for exceeding amount specified	Medical use legalized
Alabama	...	...	...	...	...	...	...	...
Alaska	★	(e)	(e)	(e)	★	1 oz. in public	Up to $100	...
Arizona	...	...	...	...	★	...	...	...
Arkansas	...	...	...	★(f)	...	...	...	...
California	★	★	★	★	...	1 oz.	Up to $100	...
Colorado	...	★	...	...	★	1 oz.	Up to $100	...
Connecticut	★	★	★	...	★	...	...	...
Delaware	★	(e)	...	...	...	...	...	...
Florida	★	...	★	★	★	...	...	★
Georgia	...	...	...	...	★	...	...	...
Hawaii	★	★	...	★	★	...	...	...
Idaho	...	...	...	...	★	...	...	...
Illinois	★	★	...	...	★	...	...	★
Indiana	★	...	...	★	...	...	...	...
Iowa	...	★	...	★	...	...	...	★
Kansas	★	★	...	★	★	...	...	...
Kentucky	★	★	...	...	...	...	...	...
Louisiana	...	...	★	...	...	...	...	★
Maine	...	★	★	★	★	1.5 oz.	Up to $200	...
Maryland	★	★	...	★	★	...	...	...
Massachusetts	★	★	★	...	★	...	...	...
Michigan	★	★	★	★	★	...	...	...
Minnesota	★	★	★	★	★	1.5 oz.	Up to $100	★
Mississippi	...	...	...	...	...	1 oz.	$100-$250	...
Missouri	...	...	...	...	★	...	...	...
Montana	★	★	★	★	★	...	...	...
Nebraska	★	★	★	★	★	1 oz.	Up to $100	...
Nevada	★	★	...	★	★	...	...	...
New Hampshire	...	★	...	★	...	...	...	...
New Jersey	★	(e)	(e)	...	★	...	...	...
New Mexico	...	...	...	★	★	...	...	★
New York	★	★	★	★	★	25 gm.	Up to $100	...
North Carolina	...	★	...	★	★	1 oz.	Up to $100	...
North Dakota	★	★	...	★	★	...	...	...
Ohio	★	★	★	★	...	100 gm.	Up to $100	...
Oklahoma	...	...	...	...	...	...	...	...
Oregon	★	★	★	★	★	1 oz.	Up to $100	★
Pennsylvania	★	★	★	★	...	...	...	...
Rhode Island	★(g)	★	...	★	★	...	...	...
South Carolina	...	...	...	...	...	...	...	...
South Dakota	...	...	...	...	★	...	...	...
Tennessee	★	...	...	★	...	...	...	...
Texas	★	★	★	★	...	...	...	★
Utah	...	★	★	★	★	...	...	...
Vermont	...	...	...	...	★	...	...	...
Virginia	★	★	...	...	...	...	...	★
Washington	★	...	★	★	★	...	...	★
West Virginia	...	★	...	...	...	...	...	★
Wisconsin	★	(e)	(e)	(e)	★	...	...	...
Wyoming	...	...	...	...	...	...	...	...
Dist. of Col.	...	...	...	...	★	...	...	...
Puerto Rico	...	...	...	...	★	...	...	...
Virgin Islands	...	...	...	...	★	...	...	...

**Sources:* Violent crimes—National Council of Senior Citizens; Domestic violence—Center for Women Policy Studies; Public intoxication—National Institute on Alcohol Abuse and Alcoholism; Marijuana laws—National Organization for the Reform of Marijuana Laws.

(a) This information was compiled May-December 1979 and may not reflect older, more comprehensive domestic violence laws already in state codes.

(b) Civil order to restrain violator from going near or from harming spouse or children.

(c) State has enacted special criminal statutes dealing specifically with violence to spouse or children.

(d) For comparison purposes: 1 oz. = 28.35 gms.

(e) Action pending.

(f) Applies to abuse of wives only.

(g) State has passed a victim compensation statute but no provisions for implementation have been finalized.

Table 2
STATE DEATH PENALTY*
(As of December 1979)

State	*Method of execution*	*Persons on death row*	*State*	*Method of execution*	*Persons on death row*
Alabama	Electrocution	43	**Montana**	Hanging	2
Alaska	...	...	**Nebraska**	Electrocution	8
Arizona	Electrocution	23	**Nevada**	Lethal gas	7
Arkansas	Electrocution	11	**New Hampshire**	Hanging	0
California	Lethal gas	26	**New Jersey**	...	...
Colorado	Electrocution	0	**New Mexico**	Lethal intravenous injection	0
Connecticut	...	...	**New York**(b)	Electrocution	0
Delaware	Hanging	1	**North Carolina**	Lethal gas	7
Florida	Electrocution	134	**North Dakota**	...	...
Georgia	Electrocution	88	**Ohio**	...	...
Hawaii	...	...	**Oklahoma**	Lethal intravenous injection	25
Idaho	Lethal intravenous injection	1	**Oregon**	Lethal gas	1
Illinois	Electrocution	19	**Pennsylvania**	Electrocution	5
Indiana	Electrocution	5	**Rhode Island**	Lethal gas	0
Iowa	...	...	**South Carolina**	Electrocution	8
Kansas	...	...	**South Dakota**	Electrocution	0
Kentucky	Electrocution	3	**Tennessee**	Electrocution	10
Louisiana	Electrocution	13	**Texas**	Lethal intravenous injection	117
Maine	...	...	**Utah**	Hanging or firing squad(a)	7
Maryland	Lethal gas	1	**Vermont**	Electrocution	0
Massachusetts	Electrocution	0	**Virginia**	Electrocution	8
Michigan	...	...	**Washington**	Hanging	5
Minnesota	...	...	**West Virginia**	...	...
Mississippi	Lethal gas	11	**Wisconsin**	...	...
Missouri	Lethal gas	3	**Wyoming**	Lethal gas	1

**Source:* American Civil Liberties Union.

(a) In Utah, the prisoner chooses the method of execution. If he or she will not choose, the sentencing judge must decide.

(b) The governor has vetoed a capital punishment bill. However, New York still has capital punishment provisions in the statutes.

Table 3
TRENDS IN PRISON POPULATION*

State or other jurisdiction	Total population: 1977	Total population: 1978	Total population: Percentage change	Population by maximum length of sentence — More than a year: 1977	More than a year: 1978	More than a year: Percentage change	Year or less (and unsentenced): 1977	Year or less (and unsentenced): 1978	Year or less (and unsentenced): Percentage change
Total	299,086	307,384	+2.8	284,461	294,580	+3.6	14,625	12,804	-12.5
Alabama (b)	6,098	5,524	-9.4	6,096	5,376	-11.8	2	148	+7,300.0
Alaska (a)	686	712	+3.8	419	490	+16.9	267	222	-16.9
Arizona	3,229	3,456	+7.0	3,229	3,450	+6.8	0	6	Y
Arkansas	2,466	2,605	+5.6	2,386	2,529	+6.0	80	76	-5.0
California	19,623	21,327	+8.7	17,338	19,552	+12.8	2,285	1,775	-22.3
Colorado	2,317	2,479	+7.0	2,311	2,467	+6.8	6	12	+100.0
Connecticut (a)	2,965	3,489	+17.7	1,647	2,163	+31.3	1,318	1,326	+0.6
Delaware (a)	1,230	1,325	+7.7	820	1,005	+22.6	410	320	-22.0
Florida (b)	19,643	20,766	+5.7	19,447	20,573	+5.8	196	193	-1.5
Georgia	11,658	11,358	-2.6	11,243	10,874	-3.3	415	484	+16.6
Hawaii (a)	552	724	+31.2	396	493	+24.5	156	231	+48.1
Idaho	769	830	+7.9	752	830	+10.4	17	0	-100.0
Illinois	10,982	10,732	-2.3	10,668	10,430	-2.2	314	302	-3.8
Indiana	4,633	4,955	+7.0	4,250	4,350	+2.4	383	605	+58.0
Iowa	2,125	2,068	-2.7	2,030	2,035	+0.2	95	33	-65.3
Kansas	2,249	2,291	+1.9	2,246	2,289	+1.9	3	2	-33.3
Kentucky	3,661	3,390	-7.4	3,660	3,390	-7.4	1	0	-100.0
Louisiana (b)	6,731	7,409	+10.1	6,731	7,409	+10.1	0	0	...
Maine	666	710	+6.6	655	577	-11.9	11	133	+1,109.1
Maryland (b)	8,148	7,952	-2.4	8,148	7,952	-2.4	0	0	...
Massachusetts (b)	2,825	2,822	-0.1	2,789	2,811	+0.8	36	11	-69.4
Michigan (b)	13,824	14,944	+8.1	13,824	14,944	+8.1	0	0	...
Minnesota	1,755	1,877	+7.0	1,755	1,877	+7.0	0	0	...
Mississippi (b)	2,335	2,977	+27.5	2,103	2,679	+27.4	232	298	+28.4
Missouri	5,302	5,637	+6.3	5,302	5,637	+6.3	0	0	...
Montana	621	674	+8.5	617	672	+8.9	4	2	-50.0
Nebraska	1,425	1,326	-6.9	1,284	1,219	-5.1	141	107	-24.1
Nevada	1,187	1,357	+14.3	1,184	1,357	+14.6	0	3	Y
New Hampshire	239	283	+18.4	219	283	+29.2	20	0	-100.0
New Jersey (c)	6,017	5,869	-2.5	5,419	5,386	-0.6	631	450	-28.7
New Mexico	1,613	1,593	-1.2	1,489	1,393	-6.4	124	200	+61.3
New York (b)	19,369	20,458	+5.6	19,369	20,458	+5.6	0	0	...
North Carolina	14,189	13,252	-6.6	12,769	12,647	-1.0	1,420	605	-57.4
North Dakota	216	179	-17.1	194	169	-12.9	22	10	-54.5
Ohio	12,846	13,357	+4.0	12,846	13,357	+4.0	0	0	...
Oklahoma	3,955	4,186	+5.8	3,609	3,820	+5.8	346	366	+5.8
Oregon	2,935	2,891	-1.5	2,924	2,885	-1.3	11	6	-45.5
Pennsylvania	7,650	7,991	+4.5	7,473	7,853	+5.1	177	138	-22.0
Rhode Island (a)	686	664	-3.2	524	524	0.0	162	140	-13.6
South Carolina (b)	7,396	7,306	-1.2	6,769	6,990	+3.3	537	406	-24.4
South Dakota	565	533	-5.7	519	506	-2.5	46	27	-41.3
Tennessee (b)	5,501	5,835	+6.1	5,480	5,835	+6.5	21	0	-100.0
Texas	22,980	25,419	+10.6	22,980	25,419	+10.6	0	0	...
Utah	889	911	+2.5	824	908	+10.2	65	3	-95.4
Vermont (a)	416	464	+11.5	279	337	+20.8	137	127	-7.3
Virginia (c)	7,838	8,344	+6.5	7,322	7,882	+7.6	516	462	-10.5
Washington	4,282	4,477	+4.6	4,272	4,477	+4.8	10	0	-100.0
West Virginia	1,250	1,193	-4.6	1,250	1,193	-4.6	0	0	...
Wisconsin	3,347	3,433	+2.6	3,347	3,433	+2.6	0	0	...
Wyoming	400	436	+9.0	400	436	+9.0	0	0	...
Dist. of Col. (a)	2,804	2,701	-3.7	2,237	2,535	+13.3	567	166	-70.7

Source: U.S. Department of Justice, Law Enforcement Assistance Administration.

Note: For Mississippi, New Mexico, Oklahoma, and Pennsylvania, 1978 figures that distinguish between prisoners sentenced to more than a year and those with a shorter or no sentence are estimates. For Florida and Maryland in both 1977 and 1978 and for Maine in 1977, figures on the number of inmates sentenced to more than a year include prisoners with a shorter or no sentence; the proportion of such prisoners was estimated to be less than 1 percent in Florida, 10 percent in Maine, and approximately 6 percent in Maryland.

Y—Not definable.

(a) Both 1977 and 1978 figures include jail and prison inmates, as jails and prisons form a combined system within the jurisdiction. In both years, figures for all District of Columbia facilities except two—the D.C. Jail and the D.C. Detention Center—include inmates with a maximum sentence of a year or less or with no sentence.

(b) Figures for 1978 include inmates held in local jails because of overcrowding in state institutions. Such inmates are considered by those states to be subject to the jurisdiction of state correctional authorities. The number of inmates held in local jails as of year end 1978 was as follows: Alabama (1,342), Florida (59), Louisiana (1,190), Maryland (380), Massachusetts (110), Michigan (44), Mississippi (1,000), New York (269), South Carolina (724), and Tennessee (114). All of these states except New York and Tennessee also held such inmates at year end 1977.

(c) Prisoners detained locally to relieve overcrowding at the state level are excluded because they are considered not to be subject to the jurisdiction of state correctional authorities. At year end 1978 there were 70 such prisoners in New Jersey and 1,174 in Virginia. Both states also had prisoners of this type in 1977.

Table 4
CRIMINAL JUSTICE SYSTEM DIRECT EXPENDITURE: FISCAL 1977*

State or other jurisdiction	Total criminal justice system				Expenditures for specified programs as a percentage of total criminal justice system											
	Amount (in thousands of dollars)		Percentage of total direct expenditure(a)		Police protection(b)		Judicial(c)		Legal services & prosecution(d)		Public defense(e)		Corrections(f)		Other criminal justice(g)	
	State	Local	State	Local	State	Local	State	Local	State	Local	State	Local	State	Local	State	Local
Total	$5,812,353	$12,982,693	5.6	13.1	31.0	63.9	11.2	13.1	5.1	5.7	1.3	1.4	49.0	13.8	2.4	2.1
Alabama	65,888	118,239	3.5	13.3	42.4	68.5	11.1	16.8	5.7	3.6	2.4	0.2	36.7	10.5	1.7	0.3
Alaska	65,881	22,250	8.3	4.1	36.3	85.6	22.8	0.5	8.8	9.7	3.0	...	24.9	4.2	4.1	†
Arizona	71,229	186,655	7.4	20.2	44.8	61.4	5.5	13.9	4.4	6.5	...	2.9	43.7	13.1	1.6	2.2
Arkansas	39,839	51,106	4.2	13.0	34.6	67.0	7.5	14.8	2.5	5.1	0.1	1.1	45.6	10.7	9.6	1.2
California	664,778	2,087,859	6.7	17.0	39.0	53.4	5.4	13.3	3.9	8.6	0.5	2.8	50.3	20.0	0.9	1.8
Colorado	96,167	162,209	7.6	15.5	22.5	74.2	28.4	5.9	4.4	8.8	3.7	†	39.5	8.3	1.6	2.7
Connecticut	113,885	116,458	7.1	6.2	24.1	95.2	22.6	0.2	5.2	3.5	2.4	†	45.0	0.2	0.7	0.9
Delaware	41,908	18,085	9.0	9.9	27.9	84.1	20.3	11.6	4.2	4.2	1.6	0.1	43.8	...	2.2	...
Florida	322,599	503,352	11.2	16.2	19.4	69.2	11.4	14.3	8.7	2.6	3.8	0.4	56.2	10.5	0.6	3.0
Georgia	143,924	228,593	6.8	20.9	26.1	56.6	5.8	18.9	3.0	3.4	0.2	0.9	63.7	18.4	1.3	1.8
Hawaii	36,469	52,439	2.8	13.1	4.0	87.9	36.4	...	5.8	7.3	5.2	...	43.2	1.3	5.4	3.5
Idaho	23,622	33,827	5.1	16.4	26.6	63.7	17.1	11.0	6.7	7.9	...	2.2	39.8	5.0	9.9	10.3
Illinois	255,306	789,594	4.5	23.1	27.3	72.0	17.5	8.6	4.8	4.6	0.6	1.3	47.2	9.3	2.7	4.3
Indiana	111,642	210,697	6.0	13.7	40.7	59.5	7.2	14.6	5.4	4.8	0.7	1.0	43.7	10.2	2.2	9.8
Iowa	63,312	108,788	4.5	10.3	37.7	61.5	11.5	16.9	3.9	6.2	†	2.7	46.1	11.9	0.9	0.8
Kansas	70,654	93,108	6.2	11.6	17.6	63.1	9.4	16.0	5.6	7.9	2.6	0.3	55.0	9.3	9.8	3.5
Kentucky	89,751	126,672	4.5	20.6	41.2	62.6	13.9	17.9	5.9	5.6	1.1	0.3	32.9	11.8	4.3	1.8
Louisiana	115,222	199,511	5.0	16.5	33.5	59.9	9.8	14.8	7.2	4.8	0.1	0.8	48.4	18.6	1.1	1.1
Maine	26,052	27,740	4.5	6.5	33.5	80.1	19.9	7.7	6.9	3.5	...	0.5	36.7	8.1	3.0	0.2
Maryland	187,015	230,103	8.9	6.3	24.5	73.9	11.6	7.9	1.3	6.0	3.6	†	57.5	10.9	1.6	1.3
Massachusetts	138,466	407,957	4.1	9.6	30.8	69.1	9.3	14.4	5.0	3.2	1.7	0.5	51.2	10.2	2.0	2.6
Michigan	224,117	636,713	4.7	16.6	34.0	61.0	10.4	16.0	4.2	5.5	0.5	2.1	49.4	13.6	1.5	1.8
Minnesota	76,716	203,472	3.8	10.4	34.4	58.6	6.5	14.7	5.0	7.2	0.4	1.9	50.3	16.7	3.4	0.9
Mississippi	47,482	66,668	4.2	9.8	47.9	63.1	7.1	18.7	5.5	3.1	...	1.4	36.0	13.4	3.5	0.4
Missouri	91,877	238,951	5.3	19.5	33.4	71.3	14.7	11.5	2.8	5.0	2.0	0.2	45.0	11.4	2.0	0.6
Montana	22,672	30,484	4.5	12.6	29.0	65.7	6.1	13.0	4.8	9.5	...	2.1	53.4	9.2	6.7	0.4
Nebraska	41,092	59,110	6.0	11.7	32.5	61.7	17.8	13.2	1.7	8.9	...	2.0	44.1	13.9	4.0	0.3
Nevada	34,943	67,894	9.9	20.5	19.7	58.1	5.4	13.9	4.5	9.0	0.7	2.4	68.4	16.4	1.4	0.1
New Hampshire	17,967	32,235	3.9	10.1	35.6	74.7	10.4	13.8	5.5	3.1	1.5	†	42.5	8.3	4.5	0.1
New Jersey	185,070	572,964	5.4	14.9	30.9	65.6	12.7	12.0	5.0	7.6	6.5	0.1	43.0	13.8	1.9	1.0

New Mexico	44,896	44,419	6.8	14.0	30.3	82.1	19.3	3.9	10.6	3.3	4.5	0.2	29.4	8.8	5.9	1.5
New York	512,612	1,815,638	6.3	9.8	22.6	67.7	9.9	11.1	6.5	5.3	1.0	1.5	56.6	13.1	3.4	1.3
North Carolina	191,143	162,482	8.9	5.2	23.7	78.5	16.7	9.1	4.2	2.1	0.6	†	52.8	7.6	2.0	2.7
North Dakota	12,488	21,749	2.7	12.4	34.9	65.4	13.4	15.0	9.9	7.8	...	1.2	36.6	10.6	5.2	0.1
Ohio	202,759	565,495	5.1	14.1	26.3	60.2	5.9	17.1	6.0	4.7	0.8	1.4	58.6	11.8	2.4	4.8
Oklahoma	90,415	88,661	6.5	11.6	30.9	71.3	10.6	10.9	6.8	4.0	...	1.1	50.2	7.0	1.5	5.6
Oregon	81,528	135,403	5.8	18.4	30.5	57.1	8.5	14.5	10.9	7.6	0.3	2.7	48.5	13.9	1.3	4.1
Pennsylvania	270,927	636,659	4.4	20.3	41.5	59.8	12.6	16.7	2.2	4.9	...	1.5	41.5	16.7	2.2	0.4
Rhode Island	35,646	34,408	5.6	6.6	20.8	95.7	29.6	1.0	6.3	2.9	1.7	...	40.4	†	1.2	0.4
South Carolina	74,044	90,685	4.7	18.2	37.0	66.5	3.6	17.6	4.6	3.2	0.8	0.6	50.8	11.5	3.1	0.7
South Dakota	18,923	20,297	4.4	12.0	30.0	76.0	30.8	6.8	9.7	8.5	...	2.8	27.4	5.9	2.0	...
Tennessee	96,774	166,304	5.3	7.2	26.2	66.7	10.5	16.4	7.0	2.5	1.5	0.6	53.7	12.6	1.1	1.2
Texas	220,442	572,804	4.3	18.3	45.1	62.0	5.2	16.3	4.6	6.2	...	1.0	38.9	11.8	6.2	2.7
Utah	33,269	46,459	4.4	16.7	36.3	65.3	9.1	12.9	3.6	7.9	...	1.4	48.2	8.1	2.9	4.3
Vermont	22,317	8,893	6.0	10.6	34.6	89.9	15.1	4.7	6.4	5.2	4.4	...	36.9	0.2	2.5	†
Virginia	154,814	214,657	6.3	7.0	26.7	62.6	11.6	10.7	2.0	4.8	3.2	0.2	54.9	19.1	1.6	2.6
Washington	103,116	190,709	4.5	17.6	32.3	62.3	6.2	13.3	5.6	6.6	0.3	3.0	54.7	14.0	0.9	0.9
West Virginia	45,069	40,166	4.0	14.6	33.6	65.0	26.8	15.4	4.8	7.5	...	0.1	33.1	11.5	1.7	0.5
Wisconsin	100,207	239,027	4.8	9.0	25.0	72.1	9.5	11.7	7.4	5.9	0.7	1.6	50.9	8.6	6.4	0.1
Wyoming	15,390	22,403	5.4	15.0	37.7	61.7	8.9	10.5	6.3	6.2	...	1.8	43.2	19.8	3.8	...
Dist. of Col.	...	184,640	...	13.0	...	48.9	...	12.0	...	2.2	...	2.3	...	34.2	...	0.4

*Source: U.S. Department of Justice, Law Enforcement Assistance Administration, and U.S. Department of Commerce, Bureau of the Census, *Expenditure and Employment Data for the Criminal Justice System, 1977*, May 1979.

Key:

... Represents zero or rounds to zero.

† Less than one-half of one-tenth of a percent.

(a) The relation of criminal justice direct expenditure to total direct expenditure is based on data for general purpose governments only and does not include data for independent school districts or special districts.

(b) Police protection is the function of enforcing the law, preserving order, and apprehending those who violate the law, whether these activities are performed by a police department, a sheriff's department, or a special police force maintained by an agency whose prime responsibility is outside the criminal justice system.

(c) Judicial activities encompass all civil and criminal courts and activities associated with courts such as law libraries, grand juries, petit juries, and the like.

(d) Legal services and prosecution includes the civil and criminal justice activities of the attorneys general, district attorneys, state's attorneys, and their variously named equivalents; corporations counsels, solicitors, and legal departments with various names.

(e) Public defense includes legal counsel and representation in either criminal or civil proceedings as provided by public defenders, and other government programs that pay the fees of court-appointed counsel.

(f) Corrections is that function of government involving the confinement and rehabilitation of adults and juveniles convicted of offenses against the law and the confinement of persons suspected of a crime and awaiting adjudication.

(g) Other criminal justice activities includes expenditure data that is not elsewhere classified, that cuts across more than one category, or that is not allocable to separate categories.

STATE POLICE AND HIGHWAY PATROLS

By Norman Darwick*

STATE-LEVEL LAW ENFORCEMENT is usually conceived of as being either a state police or highway patrol agency because their uniformed patrol forces are the most readily visible to the greatest number of citizens. Although these are the basic units which provide police services in states, numerous other enforcement organizations with specialized functions can be discerned in nearly all states. Law enforcement may be organized with all or nearly all enforcement services under one ''umbrella agency,'' or most police services may be the responsibility of the unit with the uniformed field patrol force, or the uniformed field patrol force may have responsibility only for traffic law enforcement with all other services being provided by independent law enforcement units within other departments and chains of command.

Enforcement Responsibilities

Police and law enforcement responsibilities are generally distinguished by:

1. The location at which offenses are committed, which may be:
   - On the public highways.
   - Off the highway system.
2. The nature of the offenses committed, which may be:
   - Traffic- or motor vehicle-related.
   - Conventional criminal offenses against persons or property interests.
   - Other safety-, health-, or licensing-related mandates applicable to persons engaged in specific activities or occupations.
3. The state and local governmental jurisdiction in which the offenses are committed, which may be:
   - Unincorporated, with police services provided by:
     State law enforcement personnel only.
     State law enforcement personnel and county sheriffs.
     State law enforcement personnel and county police.
   - Incorporated, with police services provided by:
     Municipal police only.
     Municipal police and state law enforcement personnel.

With varying degrees of complexity and overlapping responsibilities, every state operates a fractionated system which utilizes a number of agencies to provide law enforcement services. It is not possible to ascertain the myriad of possible organizational variations under which states enforce their laws and regulations without conducting an in-depth study of each state's governmental structure. However, it is safe to say that there are some enforcement activities which are conducted by states that are not considered to be ''police services'' by most people. For example, medical practitioners, pharmacists, attorneys-at-law, certified public accountants, barbers and beauticians, financial institutions, construction companies, auto dealers, and other individuals and organizations are subject to state licensing or regulation. The enforcement of laws pertaining to them is not thought to be a "police" enforcement responsibility. However, the true costs of state law enforcement would include expenditures relating to these persons and groups as well as the costs budgeted to state police and highway patrols, which alone totaled approximately $1.6 billion for fiscal 1978.

---

*Mr. Darwick is Acting Executive Director, International Association of Chiefs of Police, Inc.

Categories of Enforcement Agencies

The Division of State and Provincial Police of the International Association of Chiefs of Police defines state-level law enforcement agencies as follows:

1. Highway patrol—a state law enforcement agency which:
   - Operates a uniformed field patrol force and concentrates its police services on traffic, vehicle and highway-related activities.
2. State police—a state law enforcement agency which:
   - Operates a uniformed field patrol force and nonuniformed investigative units.
   - Conducts criminal law investigations generally, rather than concentrating on a specialized category of offenses or specifically assigned sensitive cases.
   - Is responsible for providing general police services and activities.
3. Department of law enforcement—a state law enforcement investigative agency which:
   - Does not operate a uniformed field patrol force.
   - Is responsible for criminal investigations generally, rather than concentrating on a specialized category of offenses or specifically assigned sensitive cases.
4. Law enforcement unit—a state law enforcement unit which is only:
   - Responsible for investigations of specialized categories of offenses or specifically assigned sensitive cases and does not operate a uniformed field patrol force.
   - Responsible for providing security or general police services in a limited geographical area, such as that encompassed by state institutions, buildings, or parks, and employs uniformed or nonuniformed personnel.
   - Responsible for enforcement of state wildlife, conservation, or game laws by uniformed or nonuniformed personnel.

Students of governmental organization and law enforcement are faced with a plethora of possibilities for law enforcement responsibilities among states when locations of offenses, nature of offenses, and jurisdictions are considered. In some states, responsibilities are clear and services are provided almost without question by designated agencies. For example, in California the highway patrol handles all traffic matters and the sheriffs' departments are responsible for all criminal offenses and countermeasures in unincorporated areas. However, in Michigan the state police and county sheriffs handle the same calls for service in unincorporated areas, the agency providing the service being the one called first by witnesses or victims. In Alaska and Connecticut, the state police provide all police services in unincorporated areas, and they appear to be the only states in which this is totally a state responsibility by law and in fact.

State law enforcement agencies seldom pursue investigations within incorporated cities. In some states they have the legal authority to do so, but as a matter of executive policy do not exercise it. In other states, they are prohibited from conducting investigations or patrols unless requested to by municipal officials or directed to by the governor in especially sensitive cases. In some states, the state officers provide traffic services on state highways or interstate systems within cities, and in others they do not.

State agencies entitled "departments of public safety" have become more common in recent years. In some cases there has been a change of name but not of responsibilities: in others, investigative and uniformed patrol forces which were formerly independent units have been combined under one executive. It is also possible, as for example in Arizona and Texas, to have a uniformed field patrol force which is in reality a "highway patrol" within a "state police" agency designated as the "department of public safety." In such cases, the uniformed officers concentrate on traffic matters while the investigative personnel handle all criminal offenses. Suffice it to say that designating state law enforcement agencies as state police or highway patrols is no longer simple, and in some cases it is not possible with certainty.

National Maximum Speed Limit

The greatest impact upon the activities, resources, and responsibilities of state law enforcement agencies has been the energy crisis. The 55 mph National Maximum Speed Limit (NMSL) enforcement responsibility is almost totally that of state law enforcement agencies, which must respond to federal mandates to enforce NMSL while not being relieved of other calls for services. Furthermore, this must now be done with resources which are limited by concerns over taxpayer revolts, reductions in personnel, and significant increases in costs of operations caused by inflation and rising fuel prices.

State police and highway patrols have always devoted the majority of personnel hours to traffic responsibilities. However, prior to NMSL it was possible to utilize the concept of selective traffic law enforcement by assigning officers to highways with particularly high accident experiences to enforce violations which were significantly accident causative during times when the accident potential was at its highest. But to respond to federal requirements for compliance levels designated for NMSL, officers must now be assigned to highways with relatively light accident experiences to concentrate on NMSL violators, who may not be significantly involved in accident causation. Also, the time periods during which NMSL violations are the highest may not be the time of day of greatest accident potential.

To enable state law enforcement agencies to carry out their responsibilities for speed enforcement with the greatest efficiency, the Division of State and Provincial Police conducted a three-year study of NMSL enforcement practices and procedures. The recommendations arising from the study's evaluation program will, if followed, result in more effective enforcement. However, some of these recommendations require a change in traffic enforcement policies which have gained favor over many years among law enforcement administrators and the public. The marked patrol car was found to be significantly less productive for speed enforcement than unmarked vehicles. Officers equipped with unmarked patrol cars apprehended a significantly higher proportion of violators who had been particularly difficult to apprehend (such as commercial vehicle or radio-equipped violators). Therefore, it was recommended that unmarked patrol vehicle usage be increased, and state executives and legislators who had decided to operate only marked vehicles for traffic law enforcement should reconsider their decisions.

Another energy-related problem for the state officers is the steadily declining size of their patrol cars and reductions in power and speed for effective pursuit of violators. Vehicles available for purchase are becoming smaller, but the amount and size of equipment which patrol officers must carry with them are not being reduced. Engines are also reduced in size and power at the same time that NMSL enforcement requires swift vehicles for effectively apprehending violators. Federal legislation has been drafted to exempt the sale of pursuit vehicles from manufacturers' mileage and emissions restrictions, but at this time it is unknown whether Congress will provide the necessary relief.

State law enforcement manpower has declined approximately 5 percent since the energy crisis surfaced. The federal government has required that the states enforce NMSL, and

Congress has authorized funds to aid in the enforcement efforts of the states, but no funds have yet been appropriated. Some states, however, have received financial assistance for NMSL enforcement under the highway safety program of the U.S. Department of Transportation.

The most recent problem in speed enforcement is the resistance to the use of radar evidence in courts. Beginning with a case in Florida, defendants have rapidly extended the use of similar defenses to jurisdictions throughout the nation. Although the first case has been quite recent (May 1979), several other courts have already followed suit by condemning either the devices or the ability of police operators to determine drivers' speeds accurately. Some agencies have reduced or restricted their use of radar, most are engaged in revamping their training programs, and all are concerned with the costs of the additional training and the possibility that many radar devices may have to be replaced.

Prospectus

The following areas of particular concern are those which the planning and operational energies of state police and highway patrol executives and administrators will most likely be concentrating on in the next few years.

- ***Rising costs of energy***. Training in some agencies has already begun in an effort to reduce fuel consumption by improving officers' driving habits. Some agencies have implemented procedures under which patrol officers are required to stop for a significant period during each hour of patrol time where police presence is particularly effective.
- ***Taxpayer revolt and budget restrictions***. The expenditures of resources which cannot be justified may be curtailed or eliminated in order to hold fast or reduce governmental expenditures. Some reductions of personnel have already occurred by not filling vacancies caused by attrition.
- ***Enforcement of NMSL***. Greater effectiveness of enforcement efforts with reduced resources will be attempted, and the federal government will continue to be urged to contribute funds for support of enforcement efforts required of the states by federal mandate.
- ***Increased unionization and collective bargaining***. Executives can be expected to search for labor management instruction for themselves and their administrators in order to acquire negotiating skills equal to those possessed by employee representatives.

NUMBER OF STATE LAW ENFORCEMENT PERSONNEL AND STATE EXPENDITURES: FISCAL 1978*

	Number of employees					
State	*Sworn*	*Civilian*	*Total*	*Percentage sworn*	*Expenditures (in millions)*	*Function*
Alabama	630	424	1,054	59.7	$ 24.0	State police(a)
Alaska	439	338	777	56.5	37.0	State police
Arizona	866	468	1,334	64.9	38.3	State police
Arkansas	473	148	621	76.2	28.0	State police
California	5,249	1,894	7,143	73.5	223.9	Highway patrol
Colorado	547	223	780	70.1	16.0	Highway patrol
Connecticut	908	388	1,296	70.1	26.6	State police
Delaware	418	128	546	76.6	13.9	State police
Florida	1,192	554	1,746	68.3	36.0	Highway patrol
Georgia	743	517	1,260	59.0	34.0	State police
Hawaii (b)	...	...	...	...	...	...
Idaho	368	202	570	64.6	13.3	State police
Illinois	1,950	1,050	3,000	65.0	71.3	State police
Indiana	1,012	368	1,380	73.3	34.5	State police
Iowa	605	260	865	69.9	23.7	State police(a)
Kansas	409	155	564	72.5	12.1	Highway patrol
Kentucky	964	476	1,440	66.9	28.0	State police
Louisiana	800	1,559	2,359	33.9	31.8	State police
Maine	352	130	482	73.0	9.3	State police
Maryland	1,555	585	2,140	72.7	44.5	State police
Massachusetts	1,038	211	1,249	83.1	23.4	State police
Michigan	2,050	984	3,036	67.5	102.6	State police
Minnesota	504	132	636	79.2	N.A.	Highway patrol(a)
Mississippi	540	241	781	69.1	19.8	Highway patrol(a)
Missouri	896	1,040	1,936	46.3	35.3	Highway patrol
Montana	220	85	305	72.1	7.5	Highway patrol
Nebraska	394	118	512	77.0	12.4	State police(a)
Nevada	155	65	220	70.5	5.4	Highway patrol
New Hampshire	214	55	269	79.6	5.0	State police
New Jersey	1,921	981	2,902	66.2	44.1	State police
New Mexico	336	227	563	59.7	11.7	State police
New York	3,313	503	3,816	86.8	84.2	State police
North Carolina	1,136	322	1,443	78.7	29.0	Highway patrol
North Dakota	102	23	125	81.6	2.6	Highway patrol
Ohio	1,165	769	1,934	65.4	42.5	Highway patrol
Oklahoma	544	103	647	84.1	21.8	Highway patrol
Oregon	922	184	1,156	79.8	30.0	State police
Pennsylvania	3,755	814	4,569	82.2	132.7	State police
Rhode Island	N.A.	N.A.	N.A.	N.A.	N.A.	State police
South Carolina	740	127	867	83.4	17.2	Highway patrol
South Dakota	177	27	204	86.8	5.5	Highway patrol
Tennessee	788	389	1,177	66.9	25.7	Highway patrol(a)
Texas	2,507	1,904	4,411	56.8	85.8	State police
Utah	451	248	699	64.5	22.3	...
Vermont	245	114	359	68.2	8.0	State police
Virginia	1,230	499	1,729	71.1	38.4	State police
Washington	790	526	1,316	60.0	35.3	State police
West Virginia	528	249	777	68.0	14.3	State police
Wisconsin	483	147	630	76.7	16.2	Highway patrol
Wyoming	142	34	176	80.7	4.9	Highway patrol

**Source:* International Association of Chiefs of Police.

N.A.—Not available.

(a) Uncertainty of designating these states as having a state police or highway patrol arises from ambiguity in either their organizational designations (usually "department of public safety") or their responses to whether they are responsible for both criminal and traffic matters. Each of these state agencies was formerly designated as a highway patrol. In their overall operations they probably still are, but they do have and exercise criminal investigative authority.

(b) No state law enforcement agency.

CONSUMER PROTECTION

By Benjamin J. Jones*

OVER THE PAST 30 YEARS, the rights and problems of American consumers have received increasing recognition from all levels of government. This recognition has taken the form of consumer protection statutes and administrative rules and regulations, as well as a willing attitude on the part of public officials to vigorously represent consumer interests before the courts and the public. State government has played a central role in governmental efforts to prevent consumer fraud and abuse and ensure an orderly and fair marketplace.

Because of their pivotal position in the federal system, states are often not only the most logical and appropriate level for the redress of consumer grievances, but may also be the only institutions with both the responsibility and practical authority to act. Thus, in spite of many major steps for consumer protection taken at both the federal and local levels of government, and in spite of steadily increasing levels of activity by these institutions, the story of consumer protection has been essentially a story of states and their activities. Of course, the areas of consumer protection problems tend to shift along with the shifting concerns of people and the changing nature of our economy. Yet, even though the problems have changed and the responses have been altered to reflect new circumstances and concerns, the states have continued to adapt and to serve as the primary protector of the rights of the individual in the marketplace. Among the highlights of state consumer protection activities during 1978-79 are:

- Attention by state legislative and executive branch officials to problems in the area which may be termed "consumer sales and service." This emphasis is continuing recognition that most consumer problems and complaints stem not from major frauds or transactions involving many thousands of dollars, but rather from ordinary transactions and purchases which are commonplace and involve relatively small amounts of money.
- Vigorous pursuit by state and local prosecutors of both statutory and common law remedies for consumer problems. This enforcement activity has taken the form of strong efforts in the antitrust field by state attorneys general, as well as major attacks on local and interstate consumer rackets and unfair market practices.
- Remedial changes in state consumer agency structures and responsibilities during 1978-79, rather than the establishment of new agencies or the delegation of new major consumer responsibilities. This is a reflection of an apparent attitude that needed administrative machinery for consumer protection is now in place in most states. Preceding years have seen the implementation by almost all states of plans which have lodged the major consumer responsibilities in only a few state departments, although many agencies continue to have responsibilities in the areas which reflect the cross-jurisdictional nature of consumer concerns.

---

*Mr. Jones is Secretary, Committee on Suggested State Legislation, and an attorney researcher for the Council of State Governments.

Consumer Sales and Services

During 1978-79, almost every state enacted legislation dealing with the sale of goods and services to consumers—an area of significant numbers of complaints. These activities cover an almost limitless array of transactions and the variety of new state legislation during the last two years clearly reflects this fact.

As usual, much activity revolved around problems consumers have with the buildings in which they live. Mobile home park residents received increased protection from arbitrary and unfair action by park owners through legislation enacted in Alaska, Colorado, Florida, Iowa, Kansas, Nevada, South Carolina, Texas, and Washington. In addition, Pennsylvania enacted legislation granting greater credit rights to mobile home buyers. With one federal agency having predicted that 50 percent of the population will live in condominiums by the next century, it should be no surprise that the problems associated with condominiums also received significant attention. New condominium rules were enacted in Florida, Hawaii, Illinois, Maine, New Hampshire, New Jersey, Ohio, Oregon, South Carolina, Washington, and Wisconsin. The Hawaii legislation addressed the difficulties attending conversions of apartments to condominiums. The act requires that tenants be given 90 days advance notice before such conversion can occur, in addition to any protections which they may have under an existing lease. South Carolina's legislation offers protection for consumers entering into "time-sharing" agreements whereby their ownership of a condominium is only for a specific period of time each year.

Consumers have often complained about deceptive home repair services and the problems which can follow if the consumer attempts to challenge those who sell such services. States acting in this area during 1978-79 included Alabama, Arizona, Connecticut, Florida, New Jersey, Maine, Maryland, and Ohio (the regulation of home insulation and repair services), and Alaska, Arizona, Arkansas, Colorado, Florida, Georgia, and South Carolina (limitations on the use by businesses of mechanics liens to ensure payment of possibly unfair claims). A new West Virginia home improvement statute goes so far as to require contractors who offer such services to post a $5,000 bond on each job. Legislation regulating deceptive and fraudulent practices in the sale of land was enacted in Alabama, Arizona, Colorado, Florida, New Mexico, New York, South Carolina, and Virginia. Landlord-tenant acts were altered during 1978-79 by Hawaii, Iowa, Michigan, Minnesota, and West Virginia. Rights of hotels and their guests were the subject of new legislation in Hawaii. Additional home-related consumer legislation enacted by states during the last two years included legislation to encourage alternative types of home mortgages in Pennsylvania, and acts prohibiting discrimination in lending based on the location of property (redlining) which apply to insurance companies in Georgia and other mortgage lenders in Iowa. Florida, Minnesota, and Missouri also enacted various types of anti-redlining statutes.

After housing-related problems, the area of consumer sales and services which seemed to involve the most complaints is automobiles and related services. Increasing numbers of states have placed used car sales and auto repair under various types of regulation. During 1978-79, auto dealer practices were placed under new statutory guidelines in Alabama, Pennsylvania, South Dakota, and Texas. Auto repair complaints were the impetus for new laws in Colorado, Louisiana, Ohio, Pennsylvania, and Virginia.

In addition to major areas such as automobiles and housing, the category of consumer sales and services encompasses a wide variety of other types of problems which have recently received statutory attention. Hearing aid dispensers came under new statutes in South Carolina and South Dakota. New consumer protection statutes in the area of funerals and cemetery services were enacted in Colorado, Georgia, Indiana, Kansas, Minnesota, North Carolina, Tennessee, Virginia, and Washington. In the area of franchising and franchise sales, Colorado, Connecticut, Florida, Maine, Minnesota, Nebraska, Ohio, Virginia, and Washington adopted new statutory protections for consumers. Charitable solicitations were regulated to prevent fraud in Louisiana and Virginia, while Missouri, Montana, and North Carolina all took legislative action to prevent abuses in commercial promotions, games, and prizes. New Jersey and Tennessee imposed limits upon a grocer's ability to raise the price of products already on the shelves, while junk telephone calls (computerized solicitations) were regulated by law in Alaska, Florida, and Michigan. California enacted a statute banning telephone company charges for directory assistance, while securities frauds were statutorily attacked in Florida and Michigan and buying clubs regulated in Indiana.

Insurance

Almost all American adults are consumers of insurance—for the automobile, the home, health care costs, and for individual lives. It is a multibillion-dollar industry which inevitably affects each citizen in a manner which may not always be positive. One of the more noteworthy efforts by states in the area of insurance over the last decade has been the trend toward the adoption of some form of no-fault insurance for personal injuries arising out of auto accidents. During 1978-79, several states made changes in previously adopted no-fault auto insurance acts. The acts were revamped in Florida, Hawaii, and South Carolina. The South Carolina act was altered to reduce costs to motorists by eliminating mandatory coverage for the first $1,000 of damages. Nevada repealed its no-fault act entirely, basing the action on a legislative finding that auto insurance rates during the existence of no-fault in that state had risen at a greater rate than the index of inflation. Examples of other types of actions taken by states in the area of insurance during 1978-79 include statutes requiring insurers to disclose reasons for a denial of fire and auto coverage in Georgia, Pennsylvania, and Virginia, and new laws authorizing the state department of insurance to set minimum standards for readability of policies in Kansas, Nebraska, and South Carolina.

Sex bias in auto insurance was attacked by a new policy in Florida, under which sex and marital status may no longer be considered in setting rates. That is expected to result in a decrease in rates for young, single men and an increase for other young policyholders. Florida was also the scene of an agreement negotiated by the state insurance department with a major insurer under which the insurer rebated to its customers over $10 million in excess profits realized by the company.

Health Care

In the health care area, 1978-79 saw a continuation of some consumer-oriented trends which have been present for at least a decade. Generic drug legislation, intended to lower the costs of prescription drugs, was enacted by Arizona, Hawaii, Kansas, Missouri, Nevada, South Carolina, Vermont, West Virginia, and Wyoming.

Advertising by health care professionals was also allowed by more states during the last two years. Dentist advertising was legislatively endorsed by Florida, while Missouri gave permission to both physicians and dentists to advertise. Opticians may now advertise in

South Carolina, while Florida and Hawaii removed advertising prohibitions on optometrists. The advertising of prices for eyeglasses was allowed for the first time in Florida, Minnesota, Ohio, and South Carolina.

Other health care legislation over the last two years has included new patients' bills of rights in Arizona, Florida, Maine, Oregon, and South Carolina, and more stringent regulation of nursing homes in Arizona, Colorado, Florida, Illinois, Maine, Minnesota, Missouri, Oklahoma, South Carolina, Vermont, and Washington.

Broad Consumer Legislation

States began in the 1950s to adopt broad-based consumer protection legislation which ultimately came to be classified under three basic headings—state antitrust laws, unfair and deceptive trade practice laws, and little FTC acts. These acts do not strike at a single area of abuse as do those described above, but rather they provide a broad base of protection covering a multitude of consumer problems. Legislation enacted in these three areas by states during 1978-79 include: new or revised antitrust acts (Delaware, Florida, New Mexico, Rhode Island, and Vermont), unfair and deceptive trade practice laws (Florida, Georgia, Indiana, Ohio, Oregon, and Texas), and little FTC acts (Arkansas and Florida). Other broad-based legislation to be enacted during the two-year period included the establishment of public advocates or statewide ombudsmen in Georgia, New Jersey, and South Carolina, and the placing of consumer members on most state regulatory bodies by Florida, Georgia, Hawaii, and Pennsylvania.

Miscellaneous

Obviously the categories and actions listed above only represent highlights of the consumer protection activities of the states during 1978-79. A fuller exposition of such state actions would require in-depth discussion of such areas as antitrust activities, consumer credit, public utilities, representation of consumers before public agencies, changes in consumer remedies, etc. All are important, and limited attention is granted to many of them in the accompanying tabular material. The intent of this article has been to briefly inventory some of the types of activities occurring and to convey a sense of the immense involvement in and commitment to consumers and their protection by the governments in all states.

STATE CONSUMER AFFAIRS OFFICES: POWERS AND DUTIES*

State or other jurisdiction	*Enforces state's type of Unfair and Deceptive Trade Practice Law*	*Receives & refers complaints on broad consumer issues*	*Receives & refers complaints on specific areas only*	*Arbitrates or mediates complaints*	*Investigates complaints*	*Accepts assurances of discontinuance*	*Executes investigative demand*	*Holds hearings*	*Has power of subpoena*	*Issues cease and desist orders*	*Seeks & obtains restraining orders; temporary or permanent injunctions*	*Seeks court orders for restitution*	*Prosecutes cases*	*Revokes licenses, charters, franchises*	*Promulgates rules & regulations*	*Represents consumers before administrative and/or regulatory agencies*	*Has consumer education responsibility*
Alabama	...	A,B	...	A,B	A,B	B	...	B	...	...	B	B	B	B	...	A,B	A
Alaska	B	B	C,F,K,N	B	B	B	B	B	B	B	B	B	B	...	B	B	B
Arizona	B	B	...	B	B	B	...	B	B	B	B	B	B	...	B	B	B
Arkansas	B	B	C,S	B	B,C,S	C,S	B,S	B,C,S	B,C,S	B,C,S	B,C,S	B,C	...	B,C,S	C,S	B,C	B,C
California	B	D,F	C	C,D,F	B,C,D,F	C,D	B,C,D,F	C,G	B,C,F	B,C	B,C	B	B,C	C,F	C,F	B,D	D
Colorado	B	B	B	B	B	B	...	B	B	B	B	B	B	...	B	...	B
Conn.	B,D	B,D	...	D	D	D	D	D	D	D	B	B	B	B,D	D	...	D
Delaware	B,M	M	...	M	M	M	B	M	B	M	B	B	B	...	M	M	M
Florida	B	B,G	C,F,H,K,M	B,G	B,G	B	B,G	B	B,G	B	B	B	B	F	B	B	G
Georgia	A	A,B	...	A	A	A,B	A,B	A	A,B	A,B	A,B	A,B	B	A,B,F,	A	A	A
Hawaii	A,B	A	...	A,F	A,F	A	A,B	A,F	A,F,G	F	A,B	A	B	F	A,F	B	A
Idaho	B	B	...	B	B	B	B	B	B	B	B	B	B	...	B	B	B
Illinois	B	A,B	C	A,B,C	A,B,C	B	B	A,B,C	A,B,C	B,C	B	B	B	B	B,C	A	A,B
Indiana	B	B	C,K	B,K	B,C	K	K	K	K	B,K	B,K	B	B	C,K	K	...	B,K
Iowa	B	B	...	B	B	B	B	B	B	...	B	B	B	...	B	...	B
Kansas	B,C	B	C	B,C	B,C	B,C	C	B,C	B,C	B,C	B,C	B,C	B,C	B,C	B,C	B	C
Kentucky	B	B	...	B	B	B	B	B	B	B	B	B	B	...	...	B	B
Louisiana	B,Q	Q	E	Q	B,Q	B,Q	B,Q	B,Q	B,Q	B	...	B,Q	...	...	Q	...	E,Q
Maine	B	...	...	...	B	B	B	B	B	...	B	B	B	...	B	B	...
Maryland	B	B	I,J	B,I,J	B,I,J	B,I,J	...	B,I,J	B,I,J	B,I,J	B,I,J	B	B,I	B,I,J	B,I,J	B,I,J	B,I,J
Mass.	B	A,B	...	A,B	A,B	B	B	...	B	...	B	B	B	...	B,D	B,D	B
Michigan	B	B	B	...	B	B	B	B,C,E,F	B	B	B	B	B	F	B,C,E,F	D	D
Minnesota	B,F	B,F	...	F	B,F	F,G	B	F	B	B	B,F	F	B,F	F	F	F	...
Mississippi	B	B	B	...	B	B	B	...	...	...	B						
Missouri	B	A,B,F	C,F,K	B,F	B,C,F	B,F	B,F	F	F	F	B,F	B,F	B,F	F	F	F	F
Montana	F	F	...	F	F	F	F	F	F	F	F	F	F	F	F	F	F
Nebraska	B	B	...	B	B	B	B	...	B	...	B	B	B	...	...	...	...
Nevada	B,F	B,F	...	B,F	B,F	B,F	F	B,F	B,F	B	B,F	B,F	B	...	F	B,F	F
N. Hamp.	B	B	...	B	B	B	...	B	B	B	B	B	B	B	B	...	B
New Jersey	B	B	C	B	B,C,P	C	B	B,C	B,C	B,C	B	B	B,C	B,C	B,C	B,C	B,C
New Mex.	B	B	A,C	B	B	B	B	B	P	B	B	B	B	...	B	B	...
New York	B	A,B	...	A,B	A,B	...	...	A	B	B	B	B	B	...	...	A	A,B
N. Carolina	B	B	C,E	B,E	B,C,E	B,E	B	C,E,N	B,E	E	B,E	B	B	C,E,N	C,E,K,N	B,E	B,E
N. Dakota	B	B,O	...	O	B,O	B	B	B	B	B	B	B	B	B	B,O	...	O
Ohio	B	B	...	...	B	B	B	B	B	B	B	B	B	...	B	...	B
Oklahoma	B	B	...	...	B	B	...	B	B	B	B	...	B	...	...	...	...
Oregon	B	F	E,F	F	B,F	B,E	B	B,E	...	E	B,E	B	B,E	E	B,E	E,F	E,F
Penn.	B,C	B	C,E	B	B,C	B,C	B,C	B,C	B,C	C	B,C	B,C	...	...	B,C	...	B,E
Rhode Is.	B	B,D	...	B,D	B,D	B	B	...	B	B	B	B	B	F	B,F	B,D	D
S. Carolina	B	D	B,C,E,N	...	B,C,D,K,N	B,D	B,D	B,C,D,K	B,C,D,K,N	B,D	B,D	B	B,D	C,K	B,D	B	D
S. Dakota	B	B	F	B	B	B	B	B	B	B	B	B	B	F	F	B	B
Tennessee	B	E	E	E	E	B	B,E	...	B	...	B	B	B	B,P	...	...	E
Texas	B	B,E	D	B,D,E	B,E	B,D	B	...	B,D	B,D	B	B	B	...	...	...	E
Utah	B,F	F	K	F,K	B,F	F,K	...	F,K	F,K	B	B,F,K	B,F	B,F	K	B,F	...	F
Vermont	B	B,P	P	B,P	B	B,P	B,P	P	B	B,P	B,P	B,P	B	P	B,P	...	P
Virginia	B	B,G	C,F	C,G	B,G	B,C	B,C	B,C	B	C	B,C	B	B	C	C,F,G	B	G
Wash.	B	B,E	...	B,E	B,E	B	B	E	...	B	B,E	B	B,E	E,F	E,F	...	E
W. Va.	B	B,N	E,N	B	B,E	B	B	B,E	B,N	B,E	B,E	B,E	B,E,N	B,E,N	B,E	B	B,E,N
Wisconsin	B,E	B,E	...	B,E	B,E	B,E	E	E	B,E	E	B,E	B,E	B,E	...	E	B	B,E
Wyoming	B	...	...	...	B	B	...	...	...	B	B	B	B	...	...	...	...
Puerto Rico	D	D	...	D	D	D	D	D	D	D	D	D	D	D	D	D	D
Virgin Is.	D	D	...	D	D	D	...	D	D	...	D	D	D	D	D	D	D

Source: U.S. Office of Consumer Affairs, U.S. Department of Health, Education, and Welfare, *State Consumer Action: Summary '74.* Updated by the Council of State Governments to December 1979.

Symbols:

A—Governor's Office
B—Attorney General's Office
C—Dept. of Insurance
D—Independent Consumer Protection Agency
E—Dept. of Agriculture
F—Dept. of Commerce, Business Regulation, Licensing, or similar agency (in some states the agency may be called Dept. of Commerce and Consumer Affairs, etc.).
G—Dept. of Agriculture and Consumer Services
H—Comptroller
I—Motor Vehicle Administration
J—Commission of Consumer Credit
K—Dept. of Banking, Financial Institutions, or similar dept.
L—Dept. of Agriculture and Consumer Services
M—Dept. of Community Affairs and Economic Development
N—Dept. of Labor
O—State Laboratories Dept.
P—Dept. of Banking and Insurance
Q—Office of Consumer Protection, Dept. of Urban and Community Affairs.

STATE LAWS ON MAJOR CONSUMER ISSUES*
(As of 1979)

State or other jurisdiction	Auto repair dealer registration/licensing	Consumer education compulsory	Holder-in-due-course	Home solicitation sales: cooling-off period	Landlord-tenant: rights/responsibilities set	Landlord-tenant: rent escrow deposits	Mobile home construction standards	Multilevel sales regulated	Open dating for foods required	Private remedies provided	Private remedies: class actions	Private remedies: attorneys' fees	Private remedies: treble damages	Prescription drug advertising permitted	Private business & trade schools regulated	Small claims courts	TV-radio repair dealer registration/licensing	Unit pricing required	Unfair deceptive trade practice law
Alabama	...	★	★	★	...	...	★	...	...	...	...	...	...	★	★	★	...	...	...
Alaska	...	...	★	★	★	★	★	★	...	★	★	★	★	...	★	★	...	...	★
Arizona	...	...	...	★	★	...	★	★	...	★	...	...	...	...	...	★	...	...	★
Arkansas	...	...	...	★	...	...	★	...	...	...	...	...	...	★	...	★	...	...	★
California	★	...	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	...	★
Colorado	...	...	★	★	...	★	★	★	...	★	...	...	...	★	★	★	...	...	★
Connecticut	★	...	★	★	★	★	★	★	★	★	★	★	...	★	...	★	★	★	★
Delaware	...	★	...	★	★	★	★	★	...	★	...	...	★	★	★	★	...	...	★
Florida	...	★	★	★	★	★	★	★	★	★	★	★	...	★	★	★	★	★	★
Georgia	...	...	...	★	...	★	★	★	★	★	...	★	★	★	★	★	...	...	★
Hawaii	★	★	★	★	★	★	...	★	...	★	★	★	★	★	★	★	...	...	★
Idaho	...	...	★	★	...	...	★	...	...	★	...	★	...	★	...	★	...	...	★
Illinois	★	★	★	★	...	★	★	...	★	★	★	...	...	★	★	★	...	★	★
Indiana	...	...	...	★	...	...	★	...	...	★	★	★	...	...	...	★	★	...	★
Iowa	...	★	★	★	★	★	★	★	...	★	★	★	...	★	★	★	...	...	★
Kansas	...	...	★	★	...	...	★	★	...	★	★	...	...	★	★	★	...	...	★
Kentucky	...	★	★	★	★	★	★	...	...	★	★	...	★	★	...	★	...	...	★
Louisiana	★	...	★	★	...	★	★	★	...	★	...	★	★	★	★	★	★	...	★
Maine	...	...	★	★	★	★	★	...	...	★	★	★	...	★	...	★	...	★	★
Maryland	★	...	★	★	★	★	★	★	...	★	...	...	...	★	...	★	...	★	★
Massachusetts	...	...	...	★	★	★	★	★	...	★	★	★	★	...	★	★	★	★	★
Michigan	★	...	★	★	★	★	★	★	★	★	★	★	...	★	★	★	...	...	★
Minnesota	...	...	★	★	★	★	★	★	★	★	...	★	...	...	★	★	...	...	★
Mississippi	...	...	...	★	...	...	★	...	...	★	...	★	...	...	★	★	...	...	★
Missouri	...	...	★	★	...	...	★	★	...	★	★	...	...	★	...	★	...	...	★
Montana	...	...	...	★	★	...	★	★	...	★	...	★	★	★	★	★	...	...	★
Nebraska	...	...	...	★	★	...	★	★	...	★	★	...	...	...	★	★	...	...	★
Nevada	...	...	...	★	★	★	★	★	...	★	...	...	...	★	★	★	...	★	★
New Hampshire	★	...	★	★	★	★	★	★	...	★	★	★	...	★	★	★	...	...	★
New Jersey	★	...	★	★	★	★	★	★	★	★	★	★	★	★	★	★	...	★	★
New Mexico	...	...	...	...	...	★	★	★	...	★	★	★	...	★	★	★	...	...	★
New York	★	...	★	★	...	★	★	★	...	...	...	...	...	★	...	★	...	★	★
North Carolina	...	...	★	★	★	★	★	★	...	★	★	★	★	★	★	★	...	...	★
North Dakota	...	...	...	★	★	★	★	★	...	★	★	...	...	...	★	★	...	...	★
Ohio	...	...	★	★	★	★	★	★	...	★	★	★	...	★	★	★	...	...	★

Oklahoma	...	...	...	★	...	★	★	★	...	...	...	...	...	...	★	★	...	...	★
Oregon	...	★	★	★	★	...	★	★	★	★	★	★	...	★	★	★	★	★	★
Pennsylvania	...	...	...	★	★	★	★	★	...	★	...	...	...	★	★	★	...	...	★
Rhode Island	★	★	★	★	★	★	★	★	★	★	★	★	★	...	★	★	...	★	★
South Carolina	...	...	★	★	...	...	★	★	...	★	★	★	★	★	★	...	...	...	★
South Dakota	...	...	★	★	★	...	★	★	...	★	...	...	...	...	...	★	...	...	★
Tennessee	★	...	...	★	★	★	★	★	★	★	...	★	★	★	★	★	...	...	★
Texas	...	...	...	★	...	★	★	★	...	★	★	★	★	...	...	★	...	...	★
Utah	...	...	...	★	...	...	★	★	...	★	★	★	...	★	...	★	★	...	★
Vermont	...	...	★	★	★	★	...	★	...	★	★	★	★	★	★	★	★	★	★
Virginia	...	...	...	★	★	★	★	★	★	★	...	★	...	★	★	...	...	...	★
Washington	★	...	★	★	★	★	★	★	★	★	★	★	★	★	...	★	...	★	★
West Virginia	...	...	★	★	...	...	★	★	...	★	...	...	...	...	★	★	...	...	★
Wisconsin	...	★	★	★	★	★	★	★	...	★	...	★	...	★	★	★	...	...	★
Wyoming	...	...	★	★	...	...	★	★	...	★	★	...	...	★	...	★	...	...	★
Dist. of Col.	★	...	...	...	...	...	...	★	...	...	...	...	...	★	★	★	★	...	...
Puerto Rico	...	...	...	...	★	★	...	★	...	★	★	★	★	★	...	★	...	...	★
Virgin Islands	...	...	★	...	...	...	...	...	...	★	★	★	...	★	...	★	...	★	★

*Source: U.S. Office of Consumer Affairs, Department of Health, Education, and Welfare, *State Consumer Action: Summary '74;* updated by the Council of State Governments to 1979.

DEVELOPMENTS IN PUBLIC UTILITY REGULATION

By James E. Suelflow*

THE MOMENTUM of public utility regulation by administrative agencies, which began in the late 1960s, continued dramatically through the 1970s. Demands for energy conservation, cost-based pricing, protection of the environment, competitive forms in communications, and consumerism reached new heights. To paraphrase Governor Richard A. Snelling of Vermont: It will no longer be possible for regulators to regard themselves as merely umpires or protectors of those they regulate. Regulators will have to be more accountable to both the public and the utilities. If we are to have efficient public utilities, we must have regulators who are willing to reward good management of utilities with rate increases and increased stability, and to penalize poorly run utilities by denying requests for rate increases and letting them fail. Well-managed utilities should thrive; poorly managed utilities should wither and eventually be taken over by their stronger, more efficient rivals.[1] Whether one agrees or not with this approach, the increased role of regulators is evident.

The term "public utility" generally refers to suppliers of electricity, natural gas firms (including production, transmission, and distribution), telephone and telegraph companies and, in some instances, water and sewage operations as well as cable television companies (CATVs). Regulation of these economic endeavors takes place at one or more governmental levels. In the case of water and sewage utilities, most regulation is at a local level. However, the more traditional energy and communications utilities are usually regulated through state regulatory commissions as regards final distribution to consumers. Any activities involving interstate commerce, of necessity, must be controlled by federal regulators. In some instances, utilities simultaneously may come under all three forms of control.

State regulatory agencies are known by different titles: public service commission, public utility commission, state corporation commission, commerce commission, and even the railroad commission (see Table 1). Table 2 gives some idea of the scope of their regulatory authority over the traditionally identified public utility firms.

To give some insight into the magnitude of state regulatory activities, these agencies are responsible for the oversight of approximately 1,900 telephone companies; 398 investor-owned (private) electric utilities; 945 rural electric cooperatives; 1,331 municipal, regional, and other publicly (governmentally) owned electric systems; 978 investor-owned gas distribution utilities; and 907 publicly owned gas systems which lie within and operate facilities within the jurisdictional bounds of state commissions. In addition, these agencies regulate a significant portion of over 25,000 water utilities (public and private).

The scope of the regulation includes the determination of total revenue requirements and individual rates as well as entry, exit, and territorial market limits. In order to accomplish these tasks, commissions, among other things, prescribe uniform accounting systems and procedures, perform accounting audits, control financial practices, and provide safety regulations and oversight on both quality and quantity of services rendered.

---

*Mr. Suelflow is Professor of Business Administration, Department of Public Utilities and Transportation, Graduate School of Business, Indiana University, Bloomington.

Increased Federal Regulatory Dominance

Although state commissions provide the ultimate control in the distribution of utility services, federal commissions in recent years have taken the initiative in pursuing regulatory changes and reforms. This is reflected by the increasing implementation of congressional legislation and court decisions over intrastate aspects of utilities, which may result in usurping state authority over public utility operations. Areas of newly developing federal forces affecting state administrative law include (1) antitrust attempts upon the actions of state administrative agencies, (2) federal preemption of regulatory authority traditionally exercised by state administrative agencies, and (3) the impact of developing First Amendment concepts upon actions of state agencies.

Until recently, public utilities were relieved from antitrust liability for price fixing and other anticompetitive practices when such actions were allowed by state regulatory authorities. This immunity, however, has deteriorated since 1975.[2] More recently, the U.S. Supreme Court ruled that municipally owned utilities are not automatically immune to suit under federal antitrust laws. This case involved restrictive competition when a city-owned electric company agreed to sell water to customers outside the city limits only if the customers would purchase electric power from the city utility rather than the private company generally servicing that area.[3]

In the energy field, federal influence tends to be dominant. Administered by the Department of Energy and the Federal Energy Regulatory Commission (FERC), the national energy legislation passed by Congress on October 15, 1978, is a case in point. Comprised of five bills—National Energy Conservation Policy Act (NECPA), Powerplant and Industrial Fuel Use Act, Energy Tax Act, National Gas Policy Act (NGPA), and Public Utilities Regulatory Policies Act (PURPA)—the legislation is thought by many to increase federal domination. For example, NECPA requires electric utilities to offer to inspect customers' residences in a kind of "energy audit," for such things as insulation, weatherstripping, etc., to determine specific energy-saving steps and aid in the financing of these steps should the customer be unable to afford them through available credit.

PURPA has been interpreted as a major incursion of the federal government into traditionally state-governed ratemaking authority by establishing new federal procedures for ratemaking through the sanctioned broad new classes of intervenors and by preemptively establishing federal standards for rate design. Within the next two years, most electric utilities will be forced into ratemaking proceedings or public hearings to meet the requirements of Title I of PURPA. These proceedings will require consideration of the application of federal requirements for lifeline rates, class rates based on cost of service, declining block rates, time-of-day rates, seasonal rates, interruptible rates, load management techniques, prohibitions on master metering, restrictions on use of automatic adjustment clauses, provision of consumer information termination procedures, restrictions on advertising, and curtailment plans.

Another provision of PURPA is the granting of funds to states and municipalities to strengthen state and local regulation of electric and gas utilities to promote regulatory reform, conservation, and consumer interests. In the fall of 1979, awards were made for more than $17 million. Future awards are to be made annually.

NGPA also displays increased federal jurisdiction by setting certain prices for both interstate and intrastate sales, and by reducing or eliminating price controls on new gas and certain intrastate gas by 1985.

The federal-state relationship in communications regulation is being challenged. At least four bills designed to update the Communications Act of 1934 have been introduced in Congress, and while none was ever voted on, the bills generally suggest deregulation of both broadcasting and telephone services. Inasmuch as state commissions ultimately set phone rates for the local consumer, interest in such proposed legislation is understandable. Another bill introduced in Congress in 1978, which failed to be brought to a vote, was the Home Telephone Act. It had as its objective the establishment and maintenance of rates to allow access to telephone exchange networks within the economic reach of every household in the country. This usually state jurisdictional issue was to be administered by a federal-state joint board.

Efforts of the states to regulate telephone terminal equipment in intrastate commerce were rejected by the federal courts in *North Carolina Utilities Commission* v. *FCC* (CA 4th 1976) 537 F 2d 787. The Supreme Court denied review (97 US 651), saying that the Communications Act of 1934 prevented state actions which interfered with the Federal Communications Commission's (FCC) jurisdiction over interstate and foreign communications. Consequently, the Court ruled that the FCC must remain free to determine what terminal equipment could safely and advantageously be interconnected with the interstate communications network and how that would be done.

Finally, House Bill 7442 and Senate Bill 1547 were signed into law by President Carter on February 22, 1978. This legislation gives the FCC authority to regulate utility pole attachments used by CATV systems.

There are two other areas where proposed regulating influence will bear on state regulation. The Financial Accounting Standards Board (FASB) has under consideration an addendum to the accounting principles for regulated industries. The emphasis is on the application of accounting definitions and procedures as related to ratemaking. In addition, there are allegations in a recent Government Accounting Office report that the Securities and Exchange Commission has failed to live up to its mandate in the oversight of public utility holding companies, and the report calls for more forceful action.

While regulatory reform continues, advocates reiterate that procedural improvements promulgated either through rulemaking or congressional enactments could help to reduce regulatory lag.

The Industries—Regulatory Update

Electricity

In recent winters, there have been almost unprecedented shortages, curtailments, and increased rates by utilities supplying energy. Cutbacks in the supply of natural gas and staggering increases in the prices of fuel oil and coal—all factors in the production of electricity—were evident. Additionally, curtailments of construction programs of many utilities, especially those building nuclear plants, were also evident.

Sharp departures from traditional practice have characterized recent decisions in electric ratemaking proceedings before state commissions. The first of these is in the area of revenue requirements. Commissions must ensure that prices are at such a level that all consumers who wish to buy electricity may do so reasonably. At the same time, they must ensure that the utility receives enough revenue to pay all costs, including a fair or reasonable return on its investment. This requires the determination of utility operating expenses and income.

Certain aspects of operating expenses which state commissions allow in a utility's cost of service have come under scrutiny. New York and Oregon have provided specific guidelines for advertising allowances. In the latter, the utility is limited to 0.5 percent of the company's net operating income. Additionally, the company is required to identify who is paying for such advertisements. New Jersey banned advertising as part of the cost of service, and Maryland provides a similar rule regarding charitable contributions.

With respect to rate base (physical facility investment) determinations, a prerequisite for determining a fair rate of return for utilities, several states have recently switched to original cost bases (the actual dollar amount invested to provide customer service) from some other form of rate base determination such as fair value and reproduction cost new. Some of the more recent changes were in Minnesota, North Carolina, and Ohio.

A second area is that of rate design and experimentation, prompted to a large extent by FERC's rulings. Included are time-of-day or peak-load pricing, lifeline rates, and automatic adjustment clauses. Conventional approaches to the pricing of electric service have produced rate structures characterized, in most instances, by declining block rates with increased consumption for residential users and by flat rates to commercial and industrial users which are lower than most residential rates, all based on average costs. This pattern of ratemaking has been defended by, among other reasons, the contention that it induces higher levels of electricity usage and hence results in the achievement of lower unit costs when electricity supply takes place under conditions of declining short-run or long-run average cost. The pricing of electricity on the basis of its average cost per kilowatt-hour of use by each class of customer is said to result almost inevitably in the sale of peak-load service at rates below the additional costs incurred in fulfilling peak-load demand.

More definite recognition of this phenomenon emerged when implementation of FERC rules began and when various politically active groups aggressively promoting environmentalist and conservationist causes began to argue that traditional electric rate structures—with their underpricing at peak periods and consequent "overselling" of electricity—caused excessive environmental damage and waste of exhaustible and irreplaceable natural resources. Most states have made rate decisions which have involved modification of declining block rate structures in the direction of flattening or leveling of the rate regardless of quantity of service used. Types of rates include rate block flattening, time-of-day or peak-load pricing, winter-summer differentials, and demand metering for larger users.

Time-of-day or peak-load pricing. Time-of-day or peak-load pricing has taken into account various forms, rationales, and customer groups. In California, the time-of-use pricing programs have as their primary consideration conservation to retard growth of system peak demand. In Illinois, the Illinois Commerce Commission is conducting generic investigations on electric rate design. Similar rate design studies have been under review for the residential customer, including those implemented by the New York Public Service Commission, Virginia State Corporation Commission, and Wisconsin Public Service Commission.

In Michigan, Detroit Edison and Consumer's Power have established rates for several thousand large commercial industrial customers based on time of use. However, the Michigan Public Service Commission rejected the use of marginal cost pricing in developing rates stating that "[marginal cost] determinations are replete with uncertainty and . . .

can accomplish little more in the way of providing correct pricing to the consumer than the current . . . method."[4]

Other industrial and commercial time-of-use rates have been approved by state regulatory commissions and implemented in California, New York, and Wisconsin. In New York, the rate forms are based on the use of marginal cost data.

Seasonal pricing schemes with winter-summer differentials have been approved in Iowa. Delaware's Public Service Commission approved a three-part rate consisting of a customer charge, demand charge, and a single kilowatt-hour charge. The intent is to enable residential customers to be able to benefit from the rate by keeping the demand charge, which is based on maximum summer usage, as low as possible. Similarly, New York approved a flat rate structure for use by an electric company in that state. Missouri approved what it calls cost-of-service pricing, and Florida has approved an inverted rate structure—a rate that charges more per unit for increased consumption.

Lifeline rates. The continued pressure of inflation and economic recession has given fresh emphasis and momentum to rate concessions for the poor and fixed-income groups. The prospect is that this movement will grow and broaden. Although viewed with misgiving by the utility industries as a matter which should be classed as a welfare problem, the federal government has offered encouragement, and the states have been responding.

The most common approach is to provide a low, uniform kilowatt-hour charge for the first several hundred kilowatt-hours consumed by residential customers. (In Massachusetts and New Jersey, the lifeline plan allows 300 kilowatt-hours at three cents per kilowatt-hour on the assumption that this meets the basic needs of a customer who does not use frill appliances, and electric space heating, cooking, or air conditioning.) An alternative approach to lifeline rates is the use of fuel stamps, similar to food stamps, which would place the subsidy burden directly on the taxpayer rather than on other ratepayers.

Lifeline rates had been adopted in at least eight jurisdictions (Arizona, California, Florida, Idaho, Michigan, Pennsylvania, Rhode Island, and the District of Columbia) and were being considered in at least 10 others by the end of 1979. The California act was designed to provide lifeline electric rates and at the same time encourage energy conservation. In at least one state, Louisiana, the state commission voted to defeat a lifeline rate which it said was a "welfare issue" and not one to be considered by public utilities.

Automatic Adjustment Clauses. Regulatory lag has continued to plague state commissions. The time needed to conduct a full-blown rate hearing has often raised financial concern with both utilities and the investment community. Thus, the so-called "automatic" or "fuel adjustment" clauses have continued to be used, but not without closer scrutiny.

The relatively high rates of inflation presently being experienced within the American economy have greatly affected three elements—plant and equipment, financial capital, and fuel—which utilities rely upon. As a result, state commissions have been confronted with a flood of rate increase applications which, ideally, should be processed in a manner that will: (1) enable utilities to adjust rates at a pace commensurate with inflation-induced changes in costs and thus maintain service of requisite quantity and quality, and (2) provide for adequate treatment of the various public interest considerations in public utility ratemaking. A number of methods have been suggested for meeting this critical challenge.

A report issued by the National Association of Regulatory Utility Commissioners (NARUC), based on a survey it conducted from May to August 1978, showed that 44 of the 51 state commissions reviewed in the survey permitted fuel cost adjustment clauses and 45 permitted purchase gas adjustment clauses. The use of fuel adjustment clauses, in essence, permits utilities to pass fuel cost changes on to customers without either filing a conventional rate increase application or otherwise obtaining specific permission from a regulatory agency.

The Michigan Public Service Commission granted Consumer's Power Company an automatic rate adjustment clause for operations and maintenance expenses other than fuel, purchased power, and electric production maintenance costs. Several other state utility commissions have considered various cost indexing proposals as alternatives for repetitious rate filings.

While such clauses do eliminate the time lag which regulatory procedures can impose upon utilities' efforts to recoup higher costs via rate increases, they have, nevertheless, drawn a rising level of criticism from consumer groups and from some state commissioners and elected officials.

South Carolina ordered two of its major utilities to modify their cost recovery methods for fuel by removing the automatic fuel adjustment charges from the customer's bill and in its place incorporating fuel costs in base rates and requiring the submission of projected monthly average fuel costs expected to be incurred before the utilities' next rate cases. This was done under the premise that fuel prices have begun to stabilize and, consequently, they could be rolled into the customers' bills directly without abrupt changes caused by the separate fuel adjustment clause.

The Maryland commission has ordered an end to the automatic fuel adjustment clause. Under the new regulations which were passed by the state legislature, electric utilities may not seek immediate reimbursement for fuel cost rises of up to 5 percent a month and will be able to charge customers for larger fuel cost increases only after undergoing public hearings.

Natural Gas

Quantitatively, most of the regulatory action in 1978-79 was in the area of electric utility ratemaking, where most of the pressure for rate increases was felt. Corresponding impact in the gas utility field continued in the form of efforts, mainly in Congress and at FERC, to "deregulate" gas producer rates on the assumption that this would spur more discovery and investment in gas production where low producer rate ceilings over many years have led to declining reserves and increasing demand.

The Natural Gas Policy Act (NGPA) has laid the groundwork to implement these assumptions. NGPA provides maximum price controls for various categories of natural gas, including both inter- and intrastate sales. This action overcomes the previous inconsistency of federal interstate sales. Furthermore, NGPA provides for economic deregulation on new gas and certain intrastate gas as of January 1, 1985.

Of particular interest to state regulators is the price protection offered residential consumers of natural gas by first passing on certain portions of increased costs to industrial customers on an incremental basis tied to prices of substitute fuels.

In a suit brought to challenge the Colorado Public Utilities Commission's decisions which established a reduced gas rate for low-income elderly and disabled persons, the courts found that the commission's order violated the statutory prohibition against preferential rates. The establishment of these lower rates would have meant a revenue loss to be recovered from higher rates to other customers. The courts reasoned that, while the cause is worthy, this could establish precedence with the commission which could deem any group eligible to receive preferential treatment.[5]

Telecommunications

In the telephone service field, competition has been stimulated on behalf of the consumer by means of relaxing constraints applicable to terminal equipment and by certification of new, independent bulk service carriers. While the Bell system and independent telephone companies have previously resisted efforts to throw open the network system to competitive manufacturers and suppliers, they now appear to be accepting it. FCC has taken the view that such innovations would benefit telephone users through lower rates, and the U.S. Supreme Court on November 28, 1977, affirmed this approach by refusing to hear an appeal by the telephone companies. The state commissions, to a large extent, have taken the view that the resulting lower operating costs would chiefly benefit long-distance and business subscribers at the expense of and disadvantage to residential home service.

Other actions of concern in the last two years include terminal equipment pricing—for example, credits being offered to customers who own their own telephones—and usage-sensitive pricing. The former also includes interconnect problems between utility-owned stations and customer-owned PBXs and the expansion of FCC registration of customer-owned terminal equipment to include PBXs and key telephone systems. In the latter, the industry is moving rapidly toward supplying local service on a measured basis. There are several reasons for this action. First, the cost of measured usage has been greatly reduced by recent technological developments; second, increasing competition in intercity and terminal equipment markets has forced a reduction in the contribution these markets make to cover total costs of service; and third, cost-based pricing, such as measured-service pricing, allows for more economically efficient cost distribution among customers.

Although directory assistance charges are becoming more commonplace, the Maryland commission rejected such a charge in October 1978. The commission's reasoning was that the plan was bound to be unfairly discriminatory against business customers. The company had offered to give residential customers a 30-cent credit each month from the savings and revenue generated by charging for excessive directory assistance calls. No such reduction was offered for businesses. In addition, it was found that commercial customers would get three telephone directory assistance calls a month, but residential customers would get 12.

Finally, the Pennsylvania commission, in a three-to-two vote, rejected a request aimed at giving married couples separate listings in the telephone directory at no additional cost. The commission directed the company to recommend a flat, nonrecurring charge for the service as opposed to the current 50-cent monthly rate for listing a second household number.

Community Antenna Television (CATV)

Cable television experienced regulatory actions that might affect the industry. While the industry continues to grow, FCC and the courts have been concerned about regulation of program content and charges by electric and telephone companies for CATV cable attachment and rate setting. In *Home Box Office, Inc. et al.* v. *FCC and U.S.* (40 RR 2d 283, March 25, 1977), the D.C. Court of Appeals struck down what have become known as antisiphoning rules as they apply to cablecasters, specifically to the pay-cable suppliers. The antisiphoning rules are designed to prevent the attraction of programs from commercial to pay-cable television. The court found that lack of proper evidence made the rules arbitrary and of doubtful validity with respect to First Amendment requirements.

Other issues center around regulation of and charges for utility pole attachments and actual rate regulation by the companies themselves. As regards CATV pole attachments, P.L. 95-234, effective March 1978, now requires action by each state that desires to assume jurisdiction over pole contract rentals. If the state takes no action, FCC assumes jurisdiction.

Other Recent Regulatory Developments

Conservation and environmental standards continue to receive attention. Of particular significance are several events centered around the nuclear power industry.

Recent experiences have called attention to a number of problems with nuclear power plants. The Three Mile Island experience of Pennsylvania Metropolitan Edison has raised serious questions with respect to safety capabilities of such plants as well as the proper training of personnel to operate them. As a result of a recent investigation, the Nuclear Regulatory Commission has suggested that all construction of nuclear plants be suspended until there is positive assurance of their safety.

The Three Mile Island nuclear incident poses a regulatory challenge transcending the immediate plight of Metropolitan Edison. Specifically, regulations will have to cope with the residual costs of an accident of catastrophic proportions and see to it that costs are distributed in a way that will continue prudent but innovative investment decisions on the part of electric utility managements. The regulatory decisions on distributing these costs will signal to investors whether or not the financial security associated with past utility investment will continue.

There are two categories of costs in question: first, those attributable to replacement power charges during the period when the nuclear plant is not operating; and second, those concerning interest on bonds and dividends on preferred and common stock earning requirements, as well as depreciation and other fixed charges associated with the investment in inoperable facilities. With respect to the above costs—financial risks for which direct insurance coverage for nuclear units is not available—someone other than an insurance company will have to pay. The party liable to pay could be the investor, which would increase a risk factor to the utility and its securities and thus raise the required return on equity capital, or the cost could be passed on to the consumer. If the latter, any new risks would be eliminated from the investor's viewpoint and the historical security of utility investments would remain. How any regulatory commission might decide this particular issue and any future comparable issues will in some respects depend upon the assessment of liability which either could be on management or part of the consumer's risk.

In another development involving nuclear plants, the Virginia Electric Power Company in October 1979 announced that it is giving serious consideration to converting an unfinished nuclear plant to a coal-fired facility.

Other developments include Oregon's Pacific Power and Light Company encouraging conservation through loans to homeowners to be used for insulating, weather stripping, caulking, and installing storm windows. The loans are being offered in an effort to stave off the utility having to build more costly steam-fired generating units to supplement their much cheaper hydroelectric production plants. The funds are interest-free and have no repayment schedule. Rather, the funding becomes a lien on the consumer's property to be repaid when it is sold or inherited. Furthermore, the commission has allowed the loans to be treated as an asset and become part of the utility's rate base and earn a reasonable return. Such zero-interest financing programs are not only available in Oregon, but in Idaho, Montana, and Washington as well. However, the California and Wyoming commissions have refused similar requests by utilities in their states.

Another form of conservation takes place in the form of load management. Two electric utilities in Florida are incorporating a joint two-year load management project which offers customers an opportunity to reduce their electric bills by allowing the utilities to install remote controls to be used with residential central air conditioning and heating systems and electric water heaters. To qualify, residential customers must live in a test area single-family home. The objectives are to test direct control hardware by using a two-way communication system to gather information on how customer usage of electricity changes due to appliance control and to evaluate customer acceptance of applicance control.

Among other innovative conservation devices are new billing formats to give customers more information and, in many cases, also show the average cost to the customer per day for energy services or cost at peak and off-peak periods of time.

Minnesota has an innovative independent Office of Hearings Examiners which conducts hearings for most of the agencies within state government. The office was established by the legislature, which felt that informal rulemaking was so extensive within Minnesota agencies that these types of operations were detrimental to the public. The result is that the Office of Hearings Examiners presides over all proceedings resulting in the promulgation of permanent rules. In essence, this body is designed to speed up necessary rulemaking to provide for more expedient and functional operations of such agencies as the Public Service Commission.

Regulation involving social goals continues to increase. One area already discussed concerns ratemaking changes and includes lifeline rate structures. Other areas include those which center around safety, health, and the environment. One example is in Colorado, where the state supreme court confirmed a lower court decision holding that customers of public utilities do not have an absolute right to a hearing on the termination of utility service. The contest is tied to the right of due process. In this case, the claim was the right of uninterrupted continuance of public utility services. Cases like this challenge the very concept of public utilities and state regulation.

Quality of service becomes another important issue. Recent commission decisions in Florida, Louisiana, Nebraska, and Oklahoma have reduced rate requests on the basis of the quality of service offered by the utilities to their customers.

The Michigan Public Service Commission approved in 1977 a consumer bill of rights for customers of telephone companies. This bill is similar in scope to the Consumer's Rights Bill adopted for both gas and electric companies in 1975.

A number of issues have also developed between private (investor-owned) and public (municipally or cooperatively owned) utilities. One such concern is the joint venture in which both private and public utilities enter into a construction program to provide facilities otherwise thought to be impossible for either to undertake on their own due to the costs involved. Michigan and North Carolina are two states where such joint ownership has been approved. In the former, the Public Service Commission approved, in principle, a plan whereby two electric cooperatives would buy 20 percent ownership of a Detroit Edison nuclear plant. This joint venture allowed the plant to be completed after previously being halted due to the lack of funding. An even more recent decision by NRC ordered the Consumer's Power Company to sell part of its plant in Midland, Michigan, to a small utility competitor nearby.

One final aspect of state commission regulation which has received increased attention during the past few years has to do with the management audit. These audits have been directed toward assessing the effectiveness of the management of public utilities under a state commission's jurisdiction. Consumer reaction to rising utility rates has spurred a number of these commissions to scrutinize all facets of the utility business to test managerial competence and efficiency. In New York, the state commission analyzed a 348-page report of a six-month study of the nation's largest utility, Consolidated Edison Company of New York, Inc. Since that time, similar audits have been made in California, Connecticut, Illinois, Maryland, North Carolina, Oregon, and the District of Columbia. The Illinois Commerce Commission granted one electric company a higher rate of return based on a favorable audit report which commended the company for cost responsiveness and its role in innovative ratemaking.

Assistance for State Commissions

Realizing the tremendous task facing state regulators and utilities, trade organizations of both groups have attempted to come to their rescue. NARUC, the Electric Power Research Institute (EPRI), and Edison Electric Institute (EEI) have jointly engaged in a massive rate design project. To date, EPRI has released some 40 subsidiary reports and 10 more are being completed. This material is known as Rate Design Phase One. Phase Two, the reseach for the rate design study, is organized into four main topics covering (1) costing, rate design, and elasticity; (2) load controls and equipment for using off-peak energy; (3) customer response; and (4) cost-benefit analysis.

NARUC is updating an electric cost allocation manual originally published in 1973. This work is expected to be completed and available around the end of 1980. A similar gas rate manual is currently under consideration.

There is also a movement between NARUC and the American Water Works Association to review and consider changes in rate practices and conservation of water utilities. Preliminary reports on this are expected sometime by 1981, at the earliest.

Finally, in order to meet the research needs of state regulators, as well as provide on-site technical assistance and conduct workshops, the National Regulatory Research Institute was organized. Studies produced to date to aid commissions include electric rate reform, residential energy conservation, utility operating efficiency, and fuel clause adjustments.

Footnotes

1. *Public Utilities Fortnightly* (August 3, 1978), p. 11.

2. See, for example, *Otter Tail Power Company* v. *U.S.*, 410 US 366, 97 PUR 3d 209, 1975; *Paul Y. Chastain et al.* v. *American Telephone and Telegraph Company*, 13 PUR 4th 185, 1976; and *Cantor* v. *Detroit Edison Company*, 15 PUR 4th 401, 1976.

3. *City of Lafayette* v. *Louisiana Power and Light Company*, 24 PUR 4th 395, 1978.

4. Consumer's Power Michigan Public Service Commission Order Case No. U-4840 and Detroit Edison Michigan Public Service Commission Order Case No. U-4807 and U-5108.

5. *Mountain State Legal Foundation* v. *Colorado Public Utilities Commission et al.*, 590 P 2d 29, 1979.

Table 1
STATE PUBLIC UTILITY COMMISSIONS*

State or other jurisdiction	Regulatory authority	Members		Selection of chairman	Length of commissioners' terms (in years)	Number of full-time employees
		Number	Selection			
Alabama	Public Service Commission	3	E	E	4	66
Alaska	Public Utilities Commission	3	G	G	6	36
Arizona	Corporation Commission	3	E	E	6	192
Arkansas	Public Service Commission	4	G	G	6	55
California	Public Utilities Commission	5	G	G	6	900
Colorado	Public Utilities Commission	3	G	G	6	89
Connecticut	Public Utilities Control Authority	3	G	C	6	102
Delaware	Public Service Commission	5	G	G	5	7
Florida	Public Service Commission	3	E	C	4	400
Georgia	Public Service Commission	4	E	C	6	108
Hawaii	Public Utilities Commission	3	G	G	6	17
Idaho	Public Utilities Commission	3	G	G	6	65
Illinois	Commerce Commission	5	G	G	5	250
Indiana	Public Service Commission	3	G	G	4	101
Iowa	State Commerce Commission	3	G	G	6	129
Kansas	State Corporation Commission	3	G	G	4	170
Kentucky	Public Service Commission	5	G	G	4	52
Louisiana	Public Service Commission	5	E	E	6	93
Maine	Public Utilities Commission	3	GS	GS	7	76
Maryland	Public Service Commission	5(a)	G	G	6	101
Massachusetts	Department of Public Utilities	3	G	G	4	122
Michigan	Public Service Commission	3	G	G	6	292
Minnesota	Department of Public Service	5	G	C	6	129
Mississippi	Public Service Commission	3	E	E	4	73
Missouri	Public Service Commission	3	G	G	6	189
Montana	Public Service Commission	5	E	E	4	34
Nebraska	Public Service Commission	4	E	C	6	58
Nevada	Public Service Commission	3	G	G	4	68
New Hampshire	Public Utilities Commission	3	G	G	6	30
New Jersey	Board of Public Utilities	3	G	G	7	221
New Mexico	Public Service Commission	3	G	G	6	29
New York	Public Service Commission	7	G	G	6(b)	671
North Carolina	Utilities Commission	7	G	G	8	160
North Dakota	Public Service Commission	3	E	C	6	50
Ohio	Public Utilities Commission	3	G	G	6	331
Oklahoma	Corporation Commission	3	E	E	6	209
Oregon	Public Utility Commissioner	1	G	...	4	323
Pennsylvania	Public Utility Commission	4	G	G	10	626
Rhode Island	Public Utilities Commission	3	G	G	6	30
South Carolina	Public Service Commission	6	L	(c)	4	140
South Dakota	Public Utilities Commission	3	E	E	6	31
Tennessee	Public Service Commission	3	E	E	6	159
Texas	Public Utility Commission	3	G	G	6	107
	Railroad Commission	3	E	C	6	610
Utah	Public Service Commission	3	G	G	6	7
Vermont	Public Service Board	3	G	G	6(d)	27
Virginia	State Corporation Commission	3	L	L	6	493
Washington	Utilities and Transportation Commission	3	G	G	6	179
West Virginia	Public Service Commission	3	G	G	6(e)	126
Wisconsin	Public Service Commission	3	G	G	6	143
Wyoming	Public Service Commission	3	G	G	6	32
Dist. of Col.	Public Service Commission	3	P(f)	M(g)	3	31
Puerto Rico	Public Service Commission	3	G	G	4	256

*_Source:_ National Association of Regulatory Utility Commissioners, _1977 Annual Report on Utility and Carrier Regulation_ (Washington, D.C.: 1978).

Symbols:

G—Appointed by governor.
GS—Appointed by governor, with confirmation by senate.
E—Elected.
C—Elected by commission.
L—Appointed by legislature.
P—Appointed by president of the United States.
M—Appointed by mayor.

(a) Two are part-time.
(b) Chairman designated by and serves at pleasure of governor.
(c) Rotates annually.
(d) Chairman appointed by governor for 2 years.
(e) Chairman appointed by governor for 1 year.
(f) One commissioner.
(g) Chairman and vice chairman.

Table 2
CERTAIN REGULATORY FUNCTIONS OF STATE PUBLIC UTILITIES COMMISSIONS*

	Agency has authority to															
	Controls rates of privately owned utilities on sales to ultimate consumers of				Prescribe temporary rates, pending investigation			Require prior authorization of rate changes			Suspend proposed rate changes			Initiate rate investigations on its own motion		
State or other jurisdiction†	Electric	Gas	Telephone	CATV	Electric	Gas	Telephone	Electric	Gas	Telephone	Electric	Gas	Telephone	Electric	Gas	Telephone
Alabama PSC	★	★	★	...	★	★	...	★	★	...	★	★	★	★	★	★
Alaska PUC	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Arizona CC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Arkansas PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
California PUC	★	★	★	...	★(a)	★(a)	★(a)	★	★	★	★	★	★	★	★	★
Colorado PUC	★	★	★	...	★(b)	★(b)	★(b)	★	★	★	★	★	★	★	★	★
Connecticut PUCA	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Delaware PSC	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Florida PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Georgia PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Hawaii PUC	★	★	★	...	★	★	★	★	★	★	(c)	(c)	(c)	★	★	★
Idaho PUC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Illinois CC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Indiana PSC	★	★	★	...	...	...	...	★	★	★	★	★	★	★	★	★
Iowa SCC	★	★	★(d)	...	★(e)	★(e)	★(e)	★	★	★	★	★	★(d)	★	★	★(d)
Kansas SCC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Kentucky PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Louisiana PSC	★	★(f)	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Maine PUC	★	★	★	...	★	★	...	★	★	★	★	★	★	★	★	★
Maryland PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Massachusetts DPU	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Michigan PSC	★	★	★	...	★(g)	★(g)	★(g)	★	★	★	(h)	(h)	(h)	★	★	★
Minnesota DPS	★	★	★	...	★	★	★	...	...	★	★	★	★	★	★	★
Mississippi PSC	★	★	★	...	...	...	...	★	★	★	★	★	★	★	★	★
Missouri PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Montana PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Nebraska PSC(i)	...	...	★	...	...	...	★	...	...	★			★			★
Nevada PSC	★	★	★	★	...	...	...	★	★	★	★	★	★	★	★	★
New Hampshire PUC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
New Jersey BPU	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Mexico PSC	★	★	(j)	...	...	...	...	★	★		★	★		★	★	(j)
New York PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
North Carolina UC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
North Dakota PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Ohio PUC	★	★	★	...	★	★	★	★	★	★	(h)	(h)	(h)	★	★	★
Oklahoma CC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Oregon PUC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Pennsylvania PUC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Rhode Island PUC	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
South Carolina PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
South Dakota PUC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Tennessee PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Texas PUC	★	...	★	...	★	...	...	★	...	...	★	...	...	★	...	★
Texas RC	...	★(k)	...	...	...	★	...	...	★	...	...	★	...	...	★	...
Utah PSC	★	★	★	...	...	...	...	★	★	★	★	★	★	★	★	★
Vermont PSB	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Virginia SCC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Washington UTC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
West Virginia PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Wisconsin PSC	★	★	★	...	★	★	★	★	★	★	(h)	(h)	(h)	(h)	(h)	(h)
Wyoming PSC	★	★	★	...	★	★	★	★	★	★	★	★	★	★	★	★
Dist. of Col. PSC	★	★	★	...	...	...	...	★	★	★	★	★	...	★	★	★
Puerto Rico PSC	...	★	(l)	★	...	...	(l)	...	...	(l)	...	...	(l)	...	★	(l)

---

*Source: National Association of Regulatory Commissioners, *1977 Annual Report on Utility and Carrier Regulation*, (Washington, D.C.: 1978).

†Full names of commissions on preceding table.

(a) May fix temporary rates, but practice is not followed.

(b) No specific statutory authority.

(c) Rate increases may not go into effect until approved by the commission.

(d) Not for companies with less than 2,000 stations.

(e) Application rates are temporary and are collected under bond, subject to refund from 1 to 90 days after suspension.

(f) Except no authority over rates charged to industrial customers by any gas company.

(g) Commission has authority to grant partial and immediate rate relief during pendency of final order, after statutory requirements are met.

(h) Specific authority required to change rates. Rates do not become effective after a specified period; consequently, no suspension is required.

(i) Telephone is the only regulated utility.

(j) Regulated by New Mexico State Corporation Commission.

(k) The commission has original jurisdiction over companies in unincorporated areas, and appellate jurisdiction over companies in cities. Cities have original jurisdiction over companies operating within their limits.

(l) The Puerto Rico Telephone Authority, a state public corporation, purchased the Puerto Rico Telephone Company.

Table 3
AVERAGE MONTHLY BILLS, BY CUSTOMER CLASS, FOR ELECTRICITY AND GAS

State or other jurisdiction	Electricity (a)			Gas (b)		
	Residential	Commercial	Industrial	Residential	Commercial	Industrial
U.S. average	$40.98	$333.39	$2,819	$23.07	$123.11	$ 5,474.72
Alabama	34.52	257.61	2,138	18.53	85.59	2,170.72
Alaska	36.28	245.03	2,328	29.76	160.81	...
Arizona	44.29	352.54	2,963	13.81	80.99	3,172.18
Arkansas	34.37	263.20	2,198	13.88	63.18	6,140.26
California	42.77	315.09	2,676	13.41	130.37	10,412.33
Colorado	34.37	249.66	2,091	17.92	99.75	4,535.28
Connecticut	40.40	359.63	2,683	31.79	165.29	1,605.14
Delaware	45.17	418.53	3,039	25.83	143.80	5,246.25
Florida	39.91	306.27	2,601	11.45	159.56	18,253.50
Georgia	35.29	357.89	2,850	21.65	98.06	3,212.37
Hawaii	53.70	422.49	3,308	18.99	213.58	598.85
Idaho	19.92	170.09	1,393	25.28	146.65	25,063.75
Illinois	34.58	356.20	2,837	33.04	182.20	3,024.95
Indiana	36.32	267.70	2,056	26.70	104.39	5,398.88
Iowa	39.26	296.45	2,539	23.16	99.30	7,065.00
Kansas	35.42	316.28	2,487	17.13	72.90	4,710.08
Kentucky	31.04	223.79	1,908	21.53	87.80	4,405.56
Louisiana	30.82	281.41	2,041	14.16	61.20	21,880.18
Maine	34.40	231.89	2,068	17.23	149.17	N.A.
Maryland	39.74	331.10	2,534	26.07	104.95	1,452.04
Massachusetts	49.13	386.08	3,107	30.33	183.86	1,273.60
Michigan	38.57	296.39	2,809	31.13	221.36	4,911.85
Minnesota	41.11	272.85	2,563	26.52	118.11	1,787.40
Mississippi	35.44	299.16	2,453	15.54	66.66	7,624.94
Missouri	36.19	207.05	2,427	24.83	147.57	7,961.35
Montana	25.03	216.59	1,270	20.45	99.68	5,185.00
Nebraska	31.09	211.47	1,720	20.18	75.48	3,420.04
Nevada	34.86	225.29	2,190	17.55	329.32	N.A.
New Hampshire	49.47	348.16	2,667	27.35	119.40	3,828.33
New Jersey	50.34	425.22	3,194	25.35	83.74	1,969.79
New Mexico	42.45	307.66	2,882	17.96	77.40	3,140.48
New York	58.86	518.90	4,728	25.71	108.79	1,579.45
North Carolina	38.45	261.00	2,178	23.14	111.58	2,695.40
North Dakota	38.83	286.48	2,490	24.89	153.48	1,537.50
Ohio	41.43	302.25	2,581	31.56	142.87	7,562.57
Oklahoma	32.27	223.20	1,967	16.52	84.18	9,340.46
Oregon	24.91	142.31	1,323	25.70	117.74	13,543.21
Pennsylvania	43.28	366.19	2,730	29.99	146.60	5,862.29
Rhode Island	45.08	326.22	2,681	31.17	136.21	889.22
South Carolina	39.67	267.58	2,178	17.84	92.76	5,989.24
South Dakota	36.86	266.32	1,998	20.30	90.97	1,263.61
Tennessee	25.81	170.73	1,962	16.27	100.05	4,645.61
Texas	35.03	268.23	2,252	17.04	97.42	11,345.40
Utah	31.96	305.79	1,900	19.83	84.95	7,494.52
Vermont	46.60	378.88	2,396	29.22	166.82	N.A.
Virginia	41.34	308.39	2,616	25.61	134.54	2,226.77
Washington	14.00	110.27	856	27.00	168.70	11,935.49
West Virginia	35.11	258.96	1,985	26.65	116.37	18,488.54
Wisconsin	30.93	236.63	2,185	28.01	136.24	2,454.49
Wyoming	25.72	174.30	1,331	18.94	96.75	13,435.00
Dist. of Col.	32.66	347.97	3,076	27.25	149.82	N.A.

N.A.—Not available.

(a) *Typical Electric Bills—January 1, 1978* (Washington, D.C.: U.S. Department of Energy, Energy Information Administration, August 1978), pp. XVI, XXII, and XXVI.

(b) *Gas Facts, 1977 Data* (Arlington, Va.: American Gas Association, 1978), pp. 72 and 100.

THE NATIONAL GUARD

By Carl A. Labonge, Jr.*

PEACETIME PUBLIC PROTECTION of state citizens and backing up active forces in defense of the nation are the two missions of the National Guard. This duality of missions is a strength, not a weakness, in producing battle-ready forces. Like a partnership in which each partner contributes according to a contract, so likewise do the state and federal governments contribute. The state's share of the upkeep of the Guard can be recognized by the armories that are located in 2,561 communities across the country, whose initial costs they shared and whose total operating and maintenance costs are wholly a state responsibility. State involvement also is discernible in the operation of 77 installations in 50 states, including camps, firing ranges, military training reservations, and four Air Guard training sites. The states also fund a share of the operating costs of municipal airport facilities for the Air Guard.

Guard recruits receive additional state support in the way of enlistment and reenlistment bonuses, scholarships, tuition assistance, state-funded retirement programs, medical benefits, legal assistance, and life insurance programs.

In return, states have at their disposal a well-trained military force to execute state public protection missions in times of emergency. During the first seven months of 1979, the public protection role required Guardsmen to respond 229 times throughout the nation. Total man-days expended reached 330,737, exceeding by 40,737 the previous full year's total, which in itself was a high year.

In 1979, two prime examples of the Guard's public protection role occurred in the Mississippi flood and the truckers strike that involved several states.

The Mississippi National Guard was called to state active duty from April 12-30, 1979, when serious flooding along the Pearl River developed in Jackson, Columbus, and Louisville, Mississippi. The Guard's peak on-duty strength was 744 persons. A total of 5,998 man-days were expended in this operation by National Guardsmen. During the course of their missions, the Guard rescued 1,705 citizens and transported 200 doctors and nurses to medical facilities. The Guard used a variety of 227 vehicles during this call to state active duty. National Guard Army aviation and the Air National Guard flew a total of 88 sorties in support of recovery operations. The National Guard filled and placed over 50,000 sandbags on the dikes along the Pearl River.

Damage to public property was estimated at $14,567,240 and to private property at $250 million. Damage would have been much greater without the work of the Guardsmen. The cost of this call-up of Mississippi National Guard personnel and equipment was $269,936.

During the independent truckers strike, National Guard units in 10 states were called to state active duty by their respective governors. This involved over 3,200 Guard personnel assisting civil authorities in escorting truck convoys and individual fuel trucks hauling fuel to distribution centers, tank farms, pipeline terminals, and grain terminals. The Guard also rode with the state police on patrol of state highways and secured overpasses during the hours of darkness. In two states (Alabama and Florida), a total of 13,987,598 gallons of gas and diesel fuel were hauled by the National Guard.

---

*Lieutenant Colonel (Ret.) Labonge is Executive Assistant for Public Affairs, National Guard Association of the United States.

National Guard Update

The shortage of people in the National Guard is the most critical problem facing the National Guard, specifically the Army National Guard. The problem is not as serious in the Air Guard.

The Army Guard carried 344,443 people on its rolls as of June 1979, as compared with a wartime requirement of about 432,000. The sag started with the end of the draft in 1972 (see Table 1).

With units at such low strength levels, it is difficult to conduct effective training. Moreover, units at such low levels cannot be deployed to a potential combat area until they have been augmented with trained individuals. The normal source for such "fillers" is the Individual Ready Reserve (IRR), but the IRR is so seriously understrength that no "fillers" can be expected for the Army Guard. The Army IRR carried 197,135 individuals on its rolls as of May 1979. The Army estimates 600,000 soldiers would be needed to bring Active, Guard, and Reserve units up to war strength, and to provide casualty replacements in the early weeks of combat. Barely one half of those individuals in the Army IRR have had the training in the combat specialties that would be needed in the early weeks of war.

The problem is made more difficult by the lack of an effective Selective Service System. Placed on standby several years ago, it has shrunk to a skeleton force of barely 100 people. Officials concede that in a national emergency, it would be seven months before the first men could be inducted, trained, and made available to the Army.

The inevitable result of such shortages, according to National Guard spokesmen, would be the deliberate destruction of many units during an emergency mobilization to provide critically needed manpower for other, more combat-ready units. This would be the only way of rapidly building up combat forces in a threat of war, but it would exact a very high price. It would destroy most of the units earmarked to sustain continuing combat operations. The Department of Defense often questions the value of continuing to allow understrength units to exist. However, it is accepted, or tolerated, because the Army National Guard is the cornerstone of the free world's strategic backup for the Active Army forces. Table 2 illustrates that Army Guard strength began to decline in 1972, but managed to come back in 1974 before resuming its current slide.

Overall minority strength for the National Guard is climbing. Success in recruiting blacks and women has been encouraging. Special recruiting efforts are being made to attract minority men and women to commissioned officer programs. The goal is minority representation in the officer ranks equal to the percentages found in the communities in which they serve.

Increased awareness of the significant role assigned to the Army National Guard as part of the total Army team of Active and Reserves led to intensified efforts to improve combat readiness during fiscal 1978. Progress toward attainment of current training objectives continues. To make routine training more exciting, innovative training programs were used by the Army National Guard. Exchange of training sites between NATO Reserve force units and Guard units in the continental United States, a Division Partnership program, and a program whereby Active Army components train with the Guard during weekend training periods have been tried and proven effective.

Logistics operations have been pointed toward improving materiel readiness throughout the National Guard. Special emphasis is being placed on mobilization preparedness and includes programs to modernize equipment and increase mechanization of supply operations in the field.

Improvements in the equipment picture are scheduled for teletypewriters, bridging, heavy-duty semitrailers, and trucks. All Army Guard tanks are now equipped with 105 mm guns. However, critical shortages still remain in radar sets, Dragon medium antitank weapons, recoilless rifles, and tracked medium and light recovery vehicles. The Army's new XM-1 tank will be issued to Active Army units beginning in fiscal 1982; however, the authorized procurement package fails to provide any XM-1s for the Army Guard.

There were eight Air National Guard unit aircraft conversions during fiscal 1978. Introduction of more modern aircraft included KC-135As, C-130Bs, F-4Cs, and A-7Ds. Aircraft retired from the inventory were KC-97Ls and F-100Ds.

On October 1, 1977, the Air National Guard assumed an active Air Force airlift mission at Howard Air Force Base, Canal Zone. During fiscal 1978, Air National Guard C-130 units flew 700 sorties, carrying over 4,000 passengers and 1,200 tons of cargo, and conducted 15 search and rescue missions.

The Air National Guard Tactical Air Support force has stabilized at six units. Air National Guard Tactical Reconnaissance units participated in numerous deployments and exercises, including deployment to Norway.

The Air National Guard defense force remains at 11 units, providing aircraft and aircrews to North America Air Defense Command on a continuing basis for air defense of the continental United States.

Concentrated training and support of the Active Air Force continued through deployment throughout the United States and Europe of Air National Guard flying units, Communications and Electronics units, Tactical Control units, and Civil Engineering units.

The National Guard's military construction backlog continues to increase. At the end of fiscal 1979, the Army figure will be $672 million and the Air Guard $330 million. However, the most serious problem concerns the Department of Defense's policy of authorizing Army National Guard construction projects only if the projects are for very early deploying units, thus ignoring state needs completely. Since deployment schedules change constantly, it makes no sense to program construction of 25-year facilities on the basis of current deployment schedules.

Table 1
NATIONAL GUARD STRENGTH, BY STATE: JUNE 1979*

State or other jurisdiction	*Army National Guard*		*Air National Guard*	
	Officers	*Enlisted*	*Officers*	*Enlisted*
Total	35,115	309,328	11,538	82,255
Alabama	1,726	14,580	329	2,507
Alaska	269	1,926	121	557
Arizona	399	2,877	243	1,843
Arkansas	817	7,959	233	1,647
California	1,707	14,101	590	4,516
Colorado	362	2,047	183	1,043
Connecticut	470	4,826	119	976
Delaware	344	1,865	106	679
Florida	787	8,007	93	867
Georgia	832	8,608	333	2,582
Hawaii	352	3,095	202	1,666
Idaho	303	1,934	120	771
Illinois	721	6,118	364	2,302
Indiana	796	9,285	244	1,515
Iowa	643	4,064	208	1,474
Kansas	575	4,080	172	1,251
Kentucky	560	5,397	143	841
Louisiana	696	6,506	130	972
Maine	285	2,503	133	1,165
Maryland	647	4,852	300	2,595
Massachusetts	884	9,246	249	2,125
Michigan	831	7,702	337	1,887
Minnesota	794	6,828	269	1,698
Mississippi	1,140	9,869	260	1,888
Missouri	812	7,203	319	1,964
Montana	271	1,677	86	731
Nebraska	380	3,004	121	728
Nevada	156	877	117	675
New Hampshire	208	1,639	122	790
New Jersey	1,106	9,771	301	2,084
New Mexico	305	2,932	89	786
New York	1,550	13,310	571	4,007
North Carolina	1,011	9,562	136	1,012
North Dakota	240	2,600	137	966
Ohio	1,093	11,384	536	4,346
Oklahoma	851	6,678	228	1,711
Oregon	503	4,819	220	1,445
Pennsylvania	1,406	12,244	488	3,590
Rhode Island	313	2,486	145	1,058
South Carolina	878	9,042	98	824
South Dakota	337	3,017	86	661
Tennessee	1,124	9,788	436	2,748
Texas	1,489	13,050	409	2,848
Utah	567	2,917	151	1,046
Vermont	271	2,288	97	624
Virginia	667	5,190	102	899
Washington	490	3,847	212	1,934
West Virginia	299	2,727	216	1,387
Wisconsin	806	6,677	267	1,530
Wyoming	196	1,282	110	555
Unknown (a)	...	...	116	727
Dist. of Col.	203	2,059	11	14
Puerto Rico	602	8,338	130	1,198
Virgin Islands	41	665	...	...

*Extracted from Department of Defense figures.

(a) No state indicated on records.

Table 2
ARMY NATIONAL GUARD ASSIGNED STRENGTH: FISCAL 1951-78*

Fiscal year	Year end			Average		
	Aggregate	Officer	Enlisted	Aggregate	Officer	Enlisted
1951	226,785	24,142	202,643	257,492	26,155	231,337
1956	404,403	34,899	369,504	380,242	34,550	345,692
1961	393,807	36,245	357,562	402,925	36,584	366,341
1966	420,924	33,764	387,160	409,052	34,453	374,599
1971	402,175	30,263	371,912	400,842	29,590	371,252
1972	387,539	32,821	354,718	386,528	31,380	355,148
1973	385,600	33,863	351,737	388,025	33,725	354,300
1974	410,682	34,486	376,196	399,962	34,538	365,424
1975	401,981	33,821	368,160	402,488	34,110	368,378
1976	375,706	34,325	341,381	390,540	33,958	356,582
TQ	376,141	34,145	341,996	375,029	34,234	340,795
1977	363,777	33,973	329,804	367,304	33,923	333,381
1978	347,340	34,305	313,035	354,715	33,765	320,950

*Source: National Guard Bureau.

Table 3
NATIONAL GUARD FEDERAL APPROPRIATIONS: FISCAL 1978*

State or other jurisdiction	Army National Guard	Air National Guard
Total	$1,059,655,591	$628,219,449
Alabama	40,847,517	15,663,413
Alaska	15,692,291	6,473,329
Arizona	11,990,824	18,007,122
Arkansas	23,280,107	11,096,508
California	66,901,130	30,150,135
Colorado	10,401,915	8,770,581
Connecticut	17,390,393	6,008,691
Delaware	8,463,154	5,356,486
Florida	22,373,838	8,373,278
Georgia	29,058,654	15,076,412
Hawaii	11,547,457	14,548,999
Idaho	12,831,199	6,636,939
Illinois	18,950,475	17,059,926
Indiana	30,063,448	3,756,593
Iowa	17,611,862	13,632,869
Kansas	15,772,087	13,332,443
Kentucky	14,012,253	6,194,576
Louisiana	24,138,492	5,302,312
Maine	9,217,309	7,403,968
Maryland	18,032,266	7,527,735
Massachusetts	25,651,025	19,785,174
Michigan	30,008,231	27,061,916
Minnesota	23,327,837	13,968,075
Mississippi	39,006,636	12,692,535
Missouri	24,174,450	16,480,598
Montana	$ 8,437,856	$ 8,184,367
Nebraska	10,907,410	6,435,602
Nevada	5,437,903	6,151,176
New Hampshire	5,808,846	5,060,513
New Jersey	32,389,675	17,996,546
New Mexico	10,513,969	7,033,692
New York	43,133,278	29,046,992
North Carolina	26,307,126	5,179,666
North Dakota	8,602,296	6,810,377
Ohio	30,933,114	30,644,425
Oklahoma	20,762,326	11,108,438
Oregon	18,202,092	9,931,929
Pennsylvania	35,445,523	22,324,451
Rhode Island	8,675,986	13,393,768
South Carolina	24,289,890	6,764,239
South Dakota	10,781,621	5,801,887
Tennessee	28,994,883	19,370,959
Texas	46,675,608	20,485,522
Utah	13,780,365	7,037,590
Vermont	7,900,414	6,729,949
Virginia	19,232,786	6,807,839
Washington	18,904,990	10,619,096
West Virginia	8,860,355	9,301,791
Wisconsin	20,946,005	11,999,099
Wyoming	6,759,118	4,788,728
Dist. of Col.	7,351,742	10,393,863
Puerto Rico	16,902,415	8,357,482
Virgin Islands	1,973,149	...

*Source: Extracted from National Guard Bureau figures.

STATE REGULATION OF OCCUPATIONS AND PROFESSIONS

By Doug Roederer*

OCCUPATIONAL LICENSING is a common form of state regulation which affects most business and professional endeavors. It is an exercise of the state's inherent police power to protect the health, safety, and welfare of its citizens. Generally accepted criteria for the appropriate exercise of licensure authority are that:

(1) Unqualified practice poses a serious risk to a consumer's life, health, safety, or economic well-being.

(2) Such risks are likely to occur.

(3) The public cannot accurately judge a practitioner's qualifications.

(4) Benefits to the public clearly outweigh potential harmful effects of licensure (such as a decrease in the supply of practitioners).

Failure to meet these criteria, in general, indicates that licensure is not justified.

Before 1900, most states granted licensure to attorneys, dentists, pharmacists, physicians, and teachers. By 1950, frequently licensed occupations included veterinarians, accountants, nurses, architects, engineers, barbers, cosmetologists, and funeral directors. In the last 30 years, the list has expanded rapidly with the addition of such groups as physical therapists, psychologists, social workers, radiologic technicians, emergency medical personnel, physicians' assistants, and many others.

State officials and others concerned with occupational and professional licensing today face at least four major issues: (1) a sharp increase in the number of groups requesting licensure, (2) questions about the organization, structure, and composition of licensure boards, (3) evaluation of the performance of licensure boards, and (4) the need to assure the public of the continuing competence of licensed practitioners.

Requests for Licensure

Occupational and professional groups seek licensure for many reasons. It offers an opportunity for increased stature for the practitioners, it is sometimes a prerequisite for third-party reimbursement, and it offers mechanisms for keeping unqualified or unscrupulous practitioners from engaging in the occupation or profession. Professional groups usually draft legislation providing for regulation of the profession and then attempt to convince legislators of the utility of that regulation.

The benefits of protecting the public from incompetent practitioners are not without qualification. Increasingly, the pitfalls of occupational regulation are being recognized. Licensure laws frequently place restrictive limits on advertising and on various business structures and practices. The mobility of practitioners has been hampered and, in many fields, auxiliaries have been underutilized. Licensure often focuses on testing applicants for the initial license and ignores assessing the competence of the practitioners.

---

*Mr. Roederer is Project Manager for Health Regulation and Director of the Licensure Information System, the Council of State Governments.

Several states have instituted formal processes for evaluating requests for regulation in an attempt to restrict licensure only to those occupations which meet the generally accepted criteria. These processes usually call for the requesting group to submit certain information and for an executive branch office or legislative committee to review the information against a set of standards or criteria.

In Minnesota, a Human Services Occupations Advisory Council in the Department of Health reviews requests for regulation from health-related groups. In Virginia, a commission within the Department of Commerce reviews such requests and makes a recommendation to the legislature. In Michigan, this responsibility is vested in the Health Occupations Council within the Department of Health.

The New York legislature has established a similar review process in the Assembly's Committee on Higher Education. A group requesting licensure must fill out an 18-item questionnaire before a bill to license a profession may be considered. The information received through the questionnaire is utilized as a basis for the committee decision regarding licensure. The process ensures that certain standardized information will be available to the committee.

Organization of Licensure Boards

Historically, in most states, licensure boards have been autonomous from each other and from other agencies of state government. Roughly one half the states have now established a central agency for most or all licensure boards. The central agencies differ widely in terms of the authority exercised over board decisions. In many states, the central agency is responsible for receiving applications, issuing licenses, recordkeeping, fee collection, and routine correspondence, while each board continues to regulate practitioners by conducting examinations and exercising disciplinary authority.

In Virginia, the central licensure agency (Department of Commerce) has personnel authority over board staff and has budgetary authority. In Illinois, the central agency (Department of Registration and Education) appoints board members and receives and investigates complaints against licensees. In New York, the central agency (Department of Education) has authority for appointing board staff, allocating budgets, conducting investigations of practitioners, and promulgating rules and regulations. Florida enacted legislation in 1979 to increase the central agency's (Department of Professional Regulation) authority over board personnel, budgets, investigations, and consumer complaints. In addition, the central agency may challenge board rules.

The composition of licensure boards is undergoing change as well. Traditionally, boards have been composed exclusively of members of the regulated profession. Most states have taken part in a trend to place one or more public or lay members on licensure boards. The California Public Member Act requires that boards be made up of a majority of lay members except for health and accountancy boards which are to have one-third lay members. A related trend involves adding to board membership practitioners who are specialists or auxiliaries to the profession regulated by the board.

Opponents of the trend toward centralization of licensure functions contend that it adds to bureaucracy and red tape and reduces the responsiveness of the licensure authority to both licensee needs and citizen complaints. Further, they argue that individual licensure boards with professional members best understand the issues of examinations, professional practice, and discipline.

States that have moved toward centralization have done so in part on the assumption that numerous autonomous boards duplicate expensive administrative procedures. In addition to these perceived cost efficiencies, some states have sought to achieve a mechanism for coordination of board policy and procedures.

Evaluation of Licensing Boards and Commissions

Evaluation of the performance of boards or their continuing need for existence has not, in general, been undertaken prior to the enactment of sunset laws. Of the 33 states that have enacted sunset laws, almost all apply them to occupational and professional licensure boards. These laws either focus exclusively on licensure boards or include them in the agencies to be reviewed under sunset.

The sunset movement has made several contributions to an improved state licensure system. Sunset has introduced the idea of "mortality" to regulatory boards: it opens the regulatory process to public scrutiny, it increases the board's and the profession's awareness of public needs, and it reminds the boards that they are governmental agencies. Sunset focuses legislative attention on the effects of board and agency rulemaking and administrative decisionmaking. Legislators are then better able to assess the need for legislation.

Sunset has paved the way in some states for systemwide reforms. Attention to several independent boards has revealed common problems and pointed up the need for general changes in policy and structure. Some states have used sunset to adopt proposals to coordinate certain groups of boards, such as health or construction industry boards. Sunset also offers an opportunity to examine some of the allied health or auxiliary occupations and their relationship to the "parent" occupational board.

On the other hand, sunset has not been without its shortcomings where licensure boards are concerned. Some sunset evaluations have focused on how well the board did what it was charged to do rather than whether or not the function needed to be performed in the first place. In addition, sunset has presented substantial scheduling and staffing problems in some states. These problems are exacerbated for those states undertaking reviews for large numbers of licensure boards. Indiana, in response to the workload dilemma, assigned staff to research certain common issues, such as public members, discipline, reciprocal licensure, etc., for all boards rather than to review each board separately.

The cost of performance audit reviews can be enormous. The average seems to be $10,000 to $20,000 per board reviewed. Some have compared this cost with the actual budgets of boards and agencies under scrutiny in an attempt to prove the negative cost-benefit of sunset. Where regulation is concerned, the greatest potential cost savings are in indirect costs of regulation, such as the artificial scarcity of certain practitioners. However, the cost of the review process cannot be overlooked.

Sunset invites lobbying, political bartering, and other attempts to circumvent the evaluation process. Many professional groups are experienced and have been able to take their case to the legislature and overturn sunset committee recommendations. Some boards have essentially begun public relations campaigns, rather than justifying their need or performance.

Continuing Competence

There is a growing recognition that the state government regulatory system that attempts to ensure beginning practitioners' competence should also attempt to ensure the public that practitioners continue to practice above minimum levels. In recent years, various groups have advocated mandatory continuing education as a vehicle for ensuring competent practice. There is, however, more and more debate about the utility of this mechanism.

Critics argue that when states mandate continuing education, they place confidence in an unproven device. Course content varies widely and practitioner learning is often not assessed. While continuing education may address practitioner knowledge and skills, it may or may not have an impact on the manner in which the practitioner deals with the public in practice. States are concerned with more than the ability of the practitioner to appropriately apply knowledge and skills; they must also be concerned with actual performance of the practitioners.

Strong and effective disciplinary and enforcement procedures may do more to protect the public from practitioners performing below minimum levels. Using this approach, state governments' efforts are directed at the small percentage of practitioners who do practice below minimum levels rather than toward the substantially larger group of competent practitioners.

Iowa has required 23 licensure boards to institute continuing education as a condition for relicensing. Michigan has mandated that health-related licensure boards establish some method (including continuing education) for determining practitioner competence.

While regulation of occupations and professions has come under some criticism and certain changes are occurring either through sunset or through reducing the power of autonomous boards, regulation of certain practitioners will certainly continue. Certain boards or board functions may be eliminated. Other functions, such as continuing competence assurance and resolution of conflicts between the boundaries of practitioner groups, will continue to be important and will likely receive increased attention from state licensure officials.

MANDATORY CONTINUING EDUCATON FOR SELECTED PROFESSIONS*
August 1979

State or other jurisdiction	Architects	Certified public accountants	Dentists	Engineers	Lawyers	Nurses	Nursing home administrators	Optometrists	Psychologists	Pharmacists	Physical therapists	Physicians	Real estate agents	Social workers	Licensed practical nurses	Veterinarians
Alabama	...	★	...	...	...	S	★	★	...	★	...	...	...	★	...	★
Alaska	...	★	...	...	...	...	★	★	...	...	...	★	...	...	...	...
Arizona	...	...	...	...	S	...	★	★	...	...	...	★	★	...	...	...
Arkansas	...	★	...	...	...	...	★	★	...	★	...	●	...	...	...	★
California	...	★	★	...	S	★	★	...	★	★	...	★	★	...	★	...
Colorado	...	★	...	...	★	★	★	★	★	...	...	★	...	★	...	★
Connecticut	...	★	...	...	...	...	★	★	...	...	...	...	...	...	...	...
Delaware	...	...	...	...	...	S	★	★	...	...	...	...	...	★	...	...
Florida	...	★	...	...	S	★	★	★	...	★	...	...	★	...	★	★
Georgia	...	★	...	...	...	...	★	★	...	...	...	...	...	...	...	...
Hawaii	...	★	...	...	...	...	★	★	...	...	...	★	...	...	...	...
Idaho	...	...	...	...	★	...	★	★	...	...	...	...	...	...	...	...
Illinois	...	...	...	...	...	...	...	★	...	...	...	★	...	...	...	★
Indiana	...	...	...	...	...	...	...	★	...	★	...	...	...	...	...	...
Iowa	★	★	★	★	★	★	★	★	★	★	★	★	★	...	★	★
Kansas	...	★	★	...	...	★	★	★	...	★	★	★	★	★	★	★
Kentucky	...	...	★	...	...	★	★	★	...	★	...	●	S	★	●	★
Louisiana	...	...	...	...	...	●	★	★	...	...	...	...	...	...	...	...
Maine	...	...	...	...	...	...	★	★	...	★	...	★	...	★	...	...
Maryland	...	★	...	...	...	...	★	★	●	...	...	★	★	★	...	★
Massachusetts	...	★	●	...	...	★	★	★	...	...	...	★	...	★	★	...
Michigan	...	★	...	...	...	●	★	★	●	★	...	★	...	...	●	...
Minnesota	●	★	★	...	★	★	★	★	●	★	...	★	★	...	...	...
Mississippi	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...	●
Missouri	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...
Montana	...	...	...	...	...	...	★	★	...	★	...	...	...	...	...	★
Nebraska	...	★	...	...	...	★	★	★	...	★	...	●	...	...	★	★
Nevada	...	★	...	...	...	...	★	★	...	★	...	●	★	...	...	●
New Hampshire	...	...	...	...	...	S	★	★	...	...	...	★	...	...	...	★
New Jersey	...	...	...	...	...	...	★	★	...	★	...	...	...	...	...	...
New Mexico	...	★	★	...	S	★	★	★	★	★	★	★	...	...	★	★
New York	...	...	...	...	...	...	★	...	...	...	...	...	S	...	...	...
North Carolina	...	...	...	...	...	...	★	★	...	...	...	...	...	...	...	★
North Dakota	...	★	★	...	★	●	★	★	...	...	...	...	...	...	●	★
Ohio	...	★	...	...	...	...	★	★	...	★	...	★	...	...	...	★
Oklahoma	...	...	★	...	...	...	★	★	...	★	...	...	...	...	...	...
Oregon	...	★	★	...	...	S	★	★	●	★	...	...	★	...	S	...
Pennsylvania	...	★	...	...	...	...	★	...	...	...	...	...	...	...	...	★
Rhode Island	...	...	...	...	...	...	...	★	...	...	...	★	...	...	...	...
South Carolina	...	★	...	...	...	...	...	★	...	...	...	...	...	...	...	...
South Dakota	...	★	★	...	...	●	★	★	★	★	...	...	★	★	★	...
Tennessee	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	★
Texas	...	...	...	...	S	...	★	★	...	...	...	...	...	...	...	...
Utah	...	...	...	...	...	S	...	★	●	...	...	★	...	★	...	...
Vermont	...	★	...	...	...	...	★	...	●	...	...	...	...	...	...	...
Virginia	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...
Washington	...	★	...	...	★	...	★	★	★	★	...	★	...	...	...	★
West Virginia	...	...	...	...	...	...	★	★	★	...	...	...	...	...	...	...
Wisconsin	...	...	...	...	★	...	★	...	...	...	...	★	★	...	...	...
Wyoming	...	★	...	...	★	...	★	★	...	...	...	...	...	...	...	...
Dist. of Col.	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...

*Source: Louis E. Phillips, Executive Director, Division of Continuing Education, Furman University, Greenville, South Carolina. Information obtained from national professional associations.

Key:
★—Required by statute or regulation.
●—Enabling legislation passed.
S—Required under certain circumstances.

5. Housing and Development

HOUSING AND COMMUNITY DEVELOPMENT

By Dana A. Cohoon*

THE HOUSING and community development programs which were just getting under way in 1977 matured into active and workable programs for states and localities by the end of 1979. Two major ingredients in housing and community development efforts are still the Section 8 federal housing subsidy funds—Housing Assistance Payments program and the Community Development Block Grant program.

Because of the need to reduce the federal deficit and decrease the rate of inflation, the Carter administration has been forced to reduce expenditures. Although the dollar amounts for housing and community development have remained constant under the Carter budgets, the real buying power has declined because of the economic conditions. As a result, numbers of housing units and grants have been reduced.

To counteract the effects of the reduction, federal, state, and local officials have worked to stretch available dollars. First, all three governmental levels have targeted available funds to urban areas which have revitalization potential. Second, a requirement for matching private dollars has been built into many of the programs. This idea of "leveraging" funds has become the keystone for many programs, including the U.S. Department of Housing and Urban Development's (HUD) Urban Development Action Grant program. Third, housing has been recognized as the cornerstone of successful community development efforts and has become an essential element in a revitalization effort.

Housing

States play a significant role in achieving the national goal of providing decent and affordable housing for all Americans. As the economy declined and a recession developed in sectors of the housing industry, government assistance became crucial for meeting this goal, especially for low- and moderate-income families.

Specifically, states have had to reevaluate usury ceiling laws, as interest rates hit and exceeded established ceilings. States are also developing methods of assisting homeowners and renters to meet rising energy costs. In addition, states are attempting to cope with the rapid conversion of rental housing stock to condominium ownership, which, when combined with the lack of new rental development, has caused a reduction in the available rental units.

One of the key elements of a strong state housing program is the establishment of a statewide agency with the ability to finance housing. Proceeds from the sale of tax-exempt bonds provide construction and permanent financing for both rental developments and single-family homes in over 37 states and Puerto Rico. In addition, staffs in Indiana,

---

*Ms. Cohoon, former Research Director, Council of State Housing Agencies, is now Director of Research and Public Information, New Jersey Mortgage Finance Agency.

Nebraska, Texas, and the District of Columbia are putting together plans to implement their programs. Florida formed a private corporation with the ability to finance rental developments. That corporation is being considered as a state agency by HUD for the purposes of the Section 8 program. The South Carolina State Housing Authority went to the bond market for the first time in December 1978, after three court tests.

In the rental development area, state housing finance agencies (HFAs) are financing approximately one third of the Section 8 new construction/substantial rehabilitation units each year, or about 50,000 units. A portion of the fiscal 1978 units were part of HUD's Neighborhood Strategy Area program (NSA), which is designed to enable municipalities to focus resources in a particular neighborhood. The first of the NSA units actually reached the start-up stage in the fall of 1979.

In addition to receiving new commitments for new construction and substantially rehabilitated units, state HFAs have also concentrated some of their energies on providing resources to make older developments built under the Section 236 program financially viable again. These projects are basically sound projects, but their income has not been keeping pace with operating and energy cost increases. State HFAs are using their own resources for this purpose and have also worked to have their projects included under the new federal Flexible Subsidy program.

In the homeownership area, the situation became critical during the last half of 1979. Since the early 1970s, state HFAs have been providing lower-interest rate mortgage money for homeownership programs targeted primarily to low- and moderate-income persons or to urban revitalization areas. In mid-1978, cities and counties began to establish similar programs. However, many of these local programs did not allow for the establishment of a qualified staff or targeting the funding to those families which could not own homes under conventional terms.

As a result of the proliferation of these types of programs, the federal government began investigating methods of regulating the use of tax-exempt financing for homeownership purposes. Legislation was introduced in Congress in April 1979, and the situation remained unresolved at the end of 1979. Unfortunately, the introduction of the legislation temporarily disrupted state HFA programs at the same time that the national economic picture changed, with a tighter money supply and rising interest rates producing a scarcity of mortgage money. As a result, state HFAs have not been able to fully respond to the economic situation.

Community Development

The emphasis on conservation and rehabilitation of housing stock is evident in state community development programs as well. State programs which directly address development and housing rehabilitation coexist with new legislative initiatives to attract private investment to core areas. This leveraging effort has been duplicated and built upon by the federal government in many of its programs, such as HUD's Urban Development Action Grant program and Neighborhood Strategy Area program.

In many ways, community development has been encompassed within overall urban or economic development strategies. California and Massachusetts led the way in formulating comprehensive state urban policies, and others have followed. For example, Connecticut, Illinois, and Michigan have developed urban strategies while Colorado put together a "human settlement policy," including urban needs, energy development, and rural development.

In addition to formulating comprehensive development approaches with a strong housing element, state departments of community affairs (DCAs) have active housing programs. DCAs and HFAs have begun administering statewide rental housing programs under the federal Section 8 existing housing program. DCAs in California, New Jersey, and Virginia, for example, have begun to experiment with methods of reducing the costs of new housing construction. The California legislature further demonstrated its interest in the state's housing by passing a comprehensive housing package in mid-1979, appropriating $100 million for new housing assistance and addressing a variety of issues from the system of taxing mobile homes to increasing the renters' tax credit.

Rural Housing

While many programs are targeted to urban development, states have not forgotten the needs of the small cities or rural areas. During the last two years, states have worked closely with the U.S. Farmers Home Administration (FmHA) and, as a result, at least seven states have signed agreements with FmHA emphasizing a joint effort to accomplish rural development objectives. Almost half the states have received Section III rural planning funds from FmHA, which they are directing to rural development initiatives.

In the Community Development Block Grant program for small cities, HUD has agreed to a demonstration program in several states under which state government would manage the selection of recipients.

State-Local Government Cooperation

The problem of development financing continues to plague local government efforts toward community revitalization. States help alleviate the financial burden of local governments with programs of state-funded revenue sharing or state assistance in the local match requirement for federal grant programs. State technical assistance has also aided local governments in channeling funds from numerous sources into one project.

The strong efforts of Michigan and New Jersey to strengthen the financial capability of local government suggests the emergence of an urban strategy without benefit of formal policy proclamations. Michigan increased its general financial assistance to cities through an increase in state revenue sharing and through state equity payments to Detroit for public services. Tax benefits for new construction or rehabilitation of housing and factories were also adopted. New Jersey's urban orientation also builds on alleviation of the financial burden of communities.

Recent state efforts to improve local governments' capability for development projects are not specifically limited to designated urban areas or to redevelopment. In several states, the power of local redevelopment authorities was expanded. California authorized issuance of local bonds for rehabilitation of historically or architecturally significant structures, sites, and areas. A Louisiana law permitting transfer of development rights in the French Quarter will assist New Orleans officials in preserving areas and structures with historic and aesthetic values. Florida law now permits city and county redevelopment agencies to issue revenue bonds and requires these agencies to prepare redevelopment plans and neighborhood impact statements for areas where subsidized housing is planned. Municipalities in West Virginia may establish a neighborhood redevelopment fund for loans and loan guarantees for rehabilitation of one- to four-family dwellings. New York authorized municipalities to use federal funds for residential rehabilitation loans in blight areas in joint participation with private lenders. Ohio now permits municipalities to acquire tax delinquent properties for redevelopment or public use under a "land reutilization" program.

A new vehicle for state and local cooperation has been built around the Neighborhood Housing Services programs, now under the Neighborhood Reinvestment Corporation. Participating lenders generally provide capital for mortgages and home improvements in target areas, while the local government unit supplements the private funding with municipal improvements. States often assist the local government with additional subsidies and state HFAs have targeted mortgage funds into the designated areas. Citizen participation in this process is a requirement. Programs in Massachusetts, New Jersey, and Pennsylvania are excellent examples.

Special Housing Programs

Antiredlining

Efforts to remove barriers to mortgage lending in urban neighborhoods continue. California, Colorado, Connecticut, Michigan, Missouri, New Jersey, New York, and Utah followed Illinois' example in adopting mortgage disclosure measures by statute or regulation. California, Michigan, New Jersey, and Utah go beyond disclosure provisions to prohibit lending by institutions which consider discriminatory factors such as racial or ethnic characteristics of the neighborhood and to encourage affirmative lending by regulation or by selective deposit of state funds. Michigan's law, which requires disclosure of average down payments and average annual interest rates, also permits the levying of fines if the law is violated and legal action for damages suffered by aggrieved persons. Missouri extended antiredlining prohibitions to insurance programs which write fire and homeowners policies. In addition, state HFA mortgage funds are often used in areas not generally served by the conventional lending institutions. HFA mortgage programs allow lenders to operate in a broader area with little risk to themselves. State efforts to increase the availability of mortgage funds in urban neighborhoods are complemented by federal measures laid out in the Community Reinvestment Act of 1977.

Energy Conservation

Residential and commercial buildings became prime targets for state energy conservation efforts. Over half the states have adopted policies or programs to encourage efficient energy use in buildings. A common measure is the adoption of tax incentives (property tax exemptions, income tax credits) to encourage greater use of nonfossil fuel/solar heating and cooling in buildings. A growing number of states require or encourage adoption of energy conservation measures in state and local building codes. Rhode Island is one of several states with programs to encourage and assist homeowners to obtain adequate home insulation. The Rhode Island Citizens Energy Conservation Corporation combines public and private sector resources to provide free home insulation counseling to all residents, regardless of income.

States also acted to assist low- and moderate-income persons to finance energy conservation measures in the home. While federal winterization funds are generally administered by state energy or community affairs agencies, state HFAs in Colorado, Illinois, Michigan, Minnesota, Tennessee, Vermont, and Virginia provide energy conservation loans for low- and moderate-income families. Federal and state insurance programs are used to back the energy conservation loan programs.

Building Codes

The trend toward adoption of statewide building codes continued. While this trend created some local concern about state intrusion into local affairs, statewide uniform codes can address a problem cited by builders—conflicting codes and standards which contribute to increased housing costs through delays and confusion.

Utah adopted legislation calling for an energy conservation building code with voluntary compliance. Montana's building code now applies consistently to cities and counties, with provision for either local or state administration. In Oregon, the preemptive state building code was upheld by the court, even though a local government might prefer a more stringent code.

Minnesota moved beyond building codes to establish a program of statutory warranties to protect buyers of new residential buildings. The warranty addresses problems of defects due to faulty workmanship and noncompliance with building codes, faulty installation of utility systems, and major construction defects.

STATE HOUSING FINANCE AGENCY FUNCTIONS*

			Financial and lending activities												Development activities		Administrative capabilities	
			Single family				Multifamily											
State	Name of agency	Year established	Direct construction loans	Direct permanent loans	Mortgage purchases	Loans to lenders	Direct construction loans	Direct permanent loans	Mortgage purchases	Loans to lenders	Seed money	Mortgage insurance program (a)	Rent supplement program (b)	Land acquisition (c)	Nonhousing (d)	Rehabilitation program	Technical assistance	Statewide housing needs evaluation
Alaska	Housing Finance Corporation	1971	•	•	★	...	•	•	•	...	•	★	...	•	...	★	★	★
Arkansas	Housing Development Agency	1977	•	•	★	•	•	•	•	•	★	★	...	•	...	...	•	•
California	Housing Finance Agency	1975	•	•	★	•	★	★	•	•	•	•	...	...	•	•	...	★(e)
Colorado	Housing Finance Authority	1973	★	...	★	★	★	★	★	...	...	...	...	...	•	★	★	★(e)
Connecticut	Housing Finance Authority	1969	•	•	★	...	★	★	•	...	★	★	...	•	...	•	★	★(e)
Delaware	State Housing Authority	1968	★	★	★	★	★	★	...	★	★	•	...	•	...	•	★	★
Georgia	Residential Finance Authority	1974	•	•	★	★	...	...	...	...	...	...	...	...	•	•	•	★
Hawaii	Housing Authority	1970	(f)	...	•	...	•	•	...	...	★	•	★	★	★	•	★	★
Idaho	State Housing Agency	1972	...	...	★	...	★	★	...	...	...	...	...	★	...	★	•	★
Illinois	Housing Development Authority	1967	...	...	...	★	★	★	...	★	★	...	...	★	★	★	★	★
Iowa	Housing Finance Authority	1975	...	...	★	...	...	...	•	...	...	...	•	...	...	•	•	...
Kentucky	Housing Corporation	1972	•	•	★	★	★	★	★	•	★	•	...	★	...	★	★	•
Louisiana	Office of Housing Finance	1976	•	...	•	•	•	...	•	•	...	...	...	...	...	•	★(e)	...
Maine	State Housing Authority	1969	•	★	★	•	•	★	★	•	...	★(e)	...	•	•	•	★	★
Maryland	Community Development Administration	1971	•	★	...	...	★	★	...	...	•	★	...	•	•	•	★	★
Massachusetts	Housing Finance Agency	1966	...	...	★	•	★	★	...	...	•	•	★	...	★	★	★	★
	Home Mortgage Finance Agency	1974	...	...	★	•	...	...	...	...	...	...	...	...	...	★	•	•
Michigan	State Housing Development Authority	1966	•	★	...	...	★	★	...	...	★	...	...	•	★	★	★	★(e)
Minnesota	State Housing Finance Agency	1971	•	•	★	...	★	★	•	...	•	...	...	...	•	★	★	★
Missouri	Housing Development Commission	1969	...	...	★	...	★	★	★	...	★	•	...	...	★	•	★	★
Montana	Board of Housing	1975	•	•	★	•	•	...	★	•	...	...	...	...	•	•	★(e)	★
Nebraska	Mortgage Finance Fund	1978	...	...	...	...	•	•	•	•	...	...	...	...	...	...	...	...
Nevada	State Housing Division	1975	•	•	★	•	•	•	★	•	...	...	...	...	...	•	•	★
New Hampshire	Housing Finance Agency	1968	...	•	★	•	...	★	...	...	...	...	...	...	•	•	•	•
New Jersey	Mortgage Finance Agency	1970	...	...	★	★	...	...	...	...	...	...	...	...	...	★	...	...
	Housing Finance Agency	1968	...	...	...	...	★	★	•	...	★	...	★	•	•	•	★	★(e)
New Mexico	Mortgage Finance Agency	1975	...	...	★	★	...	...	...	...	...	...	...	...	...	...	...	...

New York	Housing Finance Agency	1960	...	...	...	...	★	★	●	...	...	...	★	...	★	★	★	●
	Mortgage Agency	1970	...	...	★	●	...	...	★	...	...	...	...	...	...	...	...	...
	Urban Development Corporation	1968	...	...	...	...	★	★	...	...	●	...	...	★	★	●	★	★
North Carolina	Housing Finance Agency	1974	...	...	★	...	...	...	...	...	★	●	...	...	...	★	●	...
Ohio	Housing Development Board	1970	●	●	●	●	●	●	●	●	★	●	...	...	●	★	★	★(e)
Oklahoma	Housing Finance Agency	1975	●	●	●	●	...	●	●	●	●	●	...	...	...	●	...	...
Oregon	State Housing Division	1971	...	...	★	●	...	★	...	●	●	...	★(e)	...	...	●	★	★
Pennsylvania	Housing Finance Agency	1972	●	●	...	...	★	★	...	...	●	...	...	...	...	★	★	●
Rhode Island	Housing and Mortgage Finance Corp.	1973	...	●	★	★	★	★	...	...	...	...	...	●	●	●	★(e)	★(e)
South Carolina	State Housing Authority	1971	●	★	★	●	★	★	●	●	...	...	...	...	...	●	★	★
South Dakota	Housing Development Authority	1973	★	●	★	●	★	★	●	...	●	●	●	●	●	●	★	★(e)
Tennessee	Housing Development Agency	1973	●	★	...	●	★	★	●	★	★	...	●	●	...	●	★	★
Utah	Housing Development Division	1971	●	...	★	...	●	...	★	...	...	...	★	...	●	●	★	★
Vermont	Housing Finance Agency	1974	●	●	★	★	★	★	●	●	●	★	...	...	...	★	●	★
Virginia	Housing Development Authority	1972	★	★	●	★	★	★	★	●	★	●	★	●	●	★	★	★
West Virginia	Housing Development Fund	1968	●	...	★	●	★	★	●	●	●	...	...	★	...	★	★	★
Wisconsin	Housing Finance Authority	1972	...	...	...	...	★	★	★	●	●	...	...	●	...	●	★	★
Wyoming	Community Development Authority	1975	...	★	★	●	...	●	●	●	...	...	...	●	●	...	●	★(e)

**Source:* Urban Institute Survey of Housing Finance Agencies, 1979.

★—Agency presently performing function.

●—Statutory authority but not implemented.

(a) Refers to insurance programs, distinct from reserve funds for uninsured loans.

(b) Refers to state-funded rent supplement programs.

(c) Land acquisition refers to the power to acquire land for housing and housing-related projects rather than land acquired through foreclosure. Housing finance agencies in several states have full or limited powers of eminent domain or zoning override, but these have seldom been used.

(d) Refers to commercial and/or community facilities which are ancillary to the housing project.

(e) Function shared with or performed by related state agency.

(f) Pending.

BUSINESS AND INDUSTRIAL DEVELOPMENT*

THE LAST BIENNIUM has been a volatile one for state and local business climates. In late 1978, California's tax-reforming Proposition 13 won the approval of that state's citizenry, and the revolt against high taxes and a bureaucracy that was seemingly unaccountable to the people spread across the country. The clamor was for a lid on government spending and property tax increases. Proposition 13-style property tax rollbacks passed in Idaho and Nevada, and 13 other states[1] elected to pass less drastic tax reforms and constraints on government spending.

In 1979, several states continued the theme of tax relief, enacting cuts—big and small—in corporate and personal income taxes. At least seven states indexed their tax rates to account for the effects of inflation.

The package of state and local government incentives to encourage economic expansion has been augmented by yet another incentive that is gaining in popularity. To capture jobs and investment, a growing number of states now allow income tax credits to business, as opposed to the more widely offered property tax breaks. The incentive has cropped up in a dozen or so states in recent years. In 1978 alone, at least four states approved such measures, and several other states enacted or expanded the incentive in 1979. Some states tie the incentive to investment and employment in depressed areas; others open the entire state to such an incentive. There are many variations on the theme, but the objective in all cases is increased capital investment and employment.

One of the first states to try the new approach was Kansas. In that state, revenue-producing businesses employing at least two new people can get a state income tax credit for up to 10 years under the Job Expansion and Investment Credit Act. The amount of the credit is limited to not more than 50 percent of the state income tax on the taxpayer's new facility income for the year in which the credit is claimed. The taxpayer can claim a $50 credit for each new employee and also $50 for each $100,000 of new investment in a facility. Colorado enacted a similar measure in 1978.

New York, also a front runner in offering this type of incentive, allows a 4 percent credit (for 1979 and thereafter) against the franchise tax, the unincorporated business income tax, or the personal income tax for new capital invested in facilities and depreciable tangible personal property used in manufacturing, processing, assembling, and certain other types of production. Excess credits can be carried forward until exhausted. In addition, a 2 percent credit is allowed against income tax for new employees.

Connecticut offers direct $500-per-job grants to employers establishing new jobs and a 25 percent, 10-year reduction in state corporate business taxes on income generated from new investment. The companies must locate in certain "distressed" or "high-unemployment" cities.

---

*This material, along with the accompanying tables, was provided by Conway Publications, Inc., publishers of *Industrial Development* magazine.

Indiana's Neighborhood Assistance Act provides that employers hiring the hard-core unemployed can receive a 20 percent state income tax deduction for the first three months of the employee's time.

A 1978 Louisiana law grants a 10-year corporate income tax credit of $5 for each employee hired by a new enterprise. The tax credit, which may not exceed 50 percent of tax liability, applies only to firms which have not taken an ad valorem tax exemption. A 1979 law increased the credit to $100.

Maine's Investment Tax Credit is applicable to projects costing at least $5 million and creating 200 jobs or more. The credit is equal to the qualified federal credit, up to $300,000 per year for seven years.

Montana allows a 1 percent tax credit to new and expanding industries based on wages paid for the first three years.

New business and industry in North Dakota may negotiate with a city or county for up to five years of partial exemption from local property taxes and state income taxes. If this incentive is not claimed, the new business may claim a state income tax credit equal to 1 percent of the firm's expenditure for wages and salaries for the first three years and one half of 1 percent for the fourth and fifth years of operation.

Oregon ties its job and investment tax credits to economically lagging areas. Taxpayers can get a 10 percent tax credit against personal income or state corporate excise tax liability for investment in areas designated as economically lagging. Also, an employer who hires previously unemployed workers and thus increases the employer's total number of Oregon employees above a specified growth level is allowed a $50 tax credit per month of hire, up to $500 per year per hire.

In Rhode Island, a 2 percent investment tax credit is allowed on the cost of new tangible personal property, including buildings and machinery. West Virginia provides a 10 percent credit for new and expanding investors which may be applied against the business and occupation tax over a 10-year period.

Also of major importance to business expansion was the 1978 approval by Congress of an increase in the limit on tax-exempt industrial revenue bonds from $5 million to $10 million, the culmination of years of effort by virtually every major development association in the nation.

While the last two years have seen much state and local legislation enacted that was generally favorable to industry, a new legislative concept cropped up in 1979 which many industrialists view with alarm. A few states—those who have witnessed the relocation of some large manufacturing facilities to other areas—are considering legislation that would call for industry to notify communities, workers, and labor unions well in advance of a plant closing to take measures to mitigate the effects of the plant closing on employees and the community. Most of the proposals would also require compensation to be paid to laid-off workers. Popularly called "runaway plant" legislation, these state proposals are generally patterned after proposed federal legislation that gained momentum during 1979.

The states which introduced "runaway plant" legislation in 1979 included Connecticut, Illinois, Michigan, Ohio, and Rhode Island. Most of the proposals, reportedly, will not pass.

Footnote

1. Alabama, Arizona, Hawaii, Illinois, Maine, Michigan, Missouri, Nebraska, North Carolina, North Dakota, South Carolina, Tennessee, and Texas.

SPECIAL SERVICES FOR INDUSTRIAL DEVELOPMENT*

State or other jurisdiction	State-financed speculative building	City and/or county-financed speculative building	City and/or county provide free land for industry (a)	City and/or county-owned industrial park sites(b)	State funds for city and/or county development-related public works projects	State funds for city and/or county master plans	State funds for city and/or county recreational projects	State funds for private recreational projects	State program to promote R & D	State program to increase export of products	University R & D facilities available to industry	State and/or universities conduct feasibility studies to attract or assist new industry	State-supported training of industrial employees (c)	State retraining of industrial employees	State-supported training of "hard-core" unemployed	State incentive to industry to train "hard-core" unemployed	State help in bidding on federal procurement contracts	State science or technology advisory council
Alabama	...	★	★(d)	★	★	★	★	...	★	★	★	★	★	★	★	...	...	★
Alaska	...	...	...	★	★	★	★	★	★	★	★	★	★	★	★	★	...	...
Arizona	...	...	...	★	★	★	★	...	★	★	★	★	★	★	★	★	...	★
Arkansas	...	...	★(d)	★	...	...	★	...	★	★	★	★	★	★	...	...	...	★
California	...	...	★(d)	★	★	...	★	...	...	★	★	...	★	★	★	...	...	★
Colorado	...	★(d)	★(d)	★	★	★	★	...	...	★	★	★	★	★	★	...	...	...
Connecticut	...	...	...	★	★	★	...	★	★	★	★	★	★	★	...	...	★	★
Delaware	...	...	...	★	★	★(e)	★	...	★	...	★	★	★	★	★	★	★	★
Florida	...	...	...	★	...	...	...	...	★	★	★(f)	★	★(g)	★(g)	★(g)	★(g)	...	★
Georgia	...	★	...	★	★	★	★	...	★	★	★	★	★	★	★	...	...	...
Hawaii	...	...	...	★	★	★	★	...	★	★	★	★	★	★	★	★	★	★
Idaho	...	...	...	★	★	...	★	...	★	★	★	★	★	★	...	...	...	★
Illinois	...	...	...	★	★	★	★	...	★	★	★	★	★	★	...	...	★	★
Indiana	...	...	★(d)	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Iowa	...	...	...	★	★	★	★	...	...	★	★	★	★	★	★	...	★	★
Kansas	...	★(h)	★(d)	★	...	...	...	...	...	★	★(i)	★	★	...	...	...	...	...
Kentucky	...	...	...	★	★	★	★	★	...	★	★	★	★	★	★	...	★	...
Louisiana	...	...	★(d)	★	...	...	★	...	★	★	★(f)	★	★	★	★	...	...	★
Maine	★	★	★(j)	★	...	...	...	★(k)	...	★	★(f)	★	★	★	★	...	★	★
Maryland	★	★	...	★	★	...	★	★(l)	...	★	...	★	★	★	★	★	...	★
Massachusetts	...	★	...	★	★	★	★	...	★	★	★	★	★	★	★	★	★	★
Michigan	...	★	★	★	★	★	★	...	★	★	★	★	★	★	★	...	★	★
Minnesota	...	...	...	★	★	★	★	★	...	★	★	★	★	★	★	★	★	★
Mississippi	...	★	★(m)	★	...	...	...	...	★	★	★	★	★	★	★	★	★	★
Missouri	...	...	...	★	...	...	...	...	...	★	★	★	★	★	★	★	...	★
Montana	...	...	...	★	★(n)	★(n)	...	...	...	★	★	★	★	★	...	...	...	★
Nebraska	...	★(h)	...	★	...	★	★	...	★	★	★	★	★	★	...	...	...	★
Nevada	...	...	...	★	...	...	...	...	...	★	★	★	★	★	★	★	...	...
New Hampshire	★	...	...	★	★	★	★	★	★	★	★	★	★	★	...	...	★	★
New Jersey	★	...	...	★	★	★	★	...	★	★	★	★	★	★	★	★	★	★
New Mexico	...	★	...	★	...	...	...	...	★	★	★	★	★	★	...	...	★	★
New York	...	★	...	★	★	★	★	...	★	★	★	★	★	★	★	★(o)	★	★
North Carolina	...	★	...	★	★	★	★	...	★	★	★	★	★	★	★	★	★	★
North Dakota	...	★	★	★	★	...	★	...	★	★	★	★	★	★	★	★	★	★
Ohio	...	...	...	...	★	★	★	...	...	★	★	★	★	★	★	★	★	...
Oklahoma	...	★	★	★	...	★	★	...	★	★	★	★	★	★	★	★	★	★
Oregon	...	...	...	★	★	★	★	...	★	★	★	★	★	★	★	★	★	★
Pennsylvania	...	★	...	★	★	★	★	...	★	★	★	★	★	★	★	★	...	★
Rhode Island	...	...	...	★	...	★	★	...	★	★	★	★	★	★	...	...	★	★
South Carolina	...	★	★(d)	★	...	★	★	...	★	★	★	★	★	★	★	...	...	★
South Dakota	...	★	★(m)	★	★	★	★	...	...	★	★	★	★	★	★	★	★	★
Tennessee	...	★	...	★	★(p)	★(q)	★	...	★	★	★	★	★	★	★	★	★	★
Texas	...	...	...	★	★	★	★	...	...	★	★	★	★	★	★	...	★	★
Utah	...	...	...	★	...	...	...	...	★	★	★	★	★	★	...	★	★	★
Vermont	★	...	...	★	★	★	★	...	★	★	★	★	★	★	★	...	★	★
Virginia	...	★(h)	...	★(h)	★	★	★	...	...	★	★	★	★	★	...	...	...	★
Washington	...	...	...	★(r)	★	...	★	...	...	★	★	★	★	★	★	★	★	★
West Virginia	...	★	...	★	★	...	★	★	★	★	★	★	★	★	★	★	★	...
Wisconsin	...	...	...	★	★	★	★	...	★	★	★	★	★	★	★	...	...	★
Wyoming	...	...	...	★	★	...	...	...	...	★	★	★	★	★	★	...	★	...
Puerto Rico	★	...	...	...	★	★	★	★	★	★	★	★	★	★	★	★	★	★

---

*Source: Adapted from Conway Publications, Inc., *Industrial Development*, January/February 1979.

(a) No state provides free land for industry.

(b) State-owned industrial park sites in Alabama, Hawaii, Mississippi, New Hampshire, New Jersey, Oklahoma, Rhode Island, Tennessee, and Puerto Rico.

(c) All states provide for recruiting and screening of industrial employees.

(d) Only in rare instances. In California, a few cities and counties will lease land they own at nominal rates.

(e) Limited to technical assistance.

(f) Facilities available on a contract basis.

(g) State vocational program keyed to federally funded program.

(h) Carried out through local development corporations.

(i) Available to industry on a contract and/or consulting basis.

(j) City-owned land only. Cities may not purchase land to provide free land to industry.

(k) Highway Commission will build first two miles of road into new ski areas.

(l) Industrial Development Financing Authority will guarantee up to 80% of mortgages for land and 70% for equipment.

(m) Limited to certain units.

(n) A coal tax fund is available to areas directly impacted by coal development.

(o) Under New York Job Incentive Program, a corporate franchise or unincorporated business tax credit is allowed to firms locating, expanding, or improving facilities in the state under certain conditions.

(p) Funds are from public health for solid waste disposal projects.

(q) State matches funds from U.S. Dept. of Housing and Urban Development.

(r) Port districts only.

TAX INCENTIVES FOR INDUSTRY AND OTHER PERTINENT LAWS*

State or other jurisdiction	*Corporate income tax exemption*	*Personal income tax exemption*	*Excise tax exemption*	*Tax exemption or moratorium on land, capital improvements*	*Tax exemption or moratorium on equipment, machinery*	*Inventory tax exemption on goods in transit (free port)*	*Tax exemption on manufacturer's inventory*	*Sales/use tax exemption on new equipment*	*Tax exemption on raw materials used in manufacturing*	*Tax credit for use of specified state products*	*Tax stabilization agreements for specified industries*	*Tax exemption to encourage R & D*	*Accelerated depreciation of industrial equipment*	*State right-to-work law*	*State minimum wage law*	*State fair employment practice code*	*Statewide uniform property tax evaluation law*	*Statewide industrial noise abatement law (†)*
Alabama	★	★	★	★	★	★	★	★	★	...	...	★	...	★	...	...	★	...
Alaska	...	...	★	...	...	...	...	★	★	...	...	...	★(i)	...	★	★	★	...
Arizona	★	★	...	...	...	★	★	...	★	...	...	...	★	★	...	★	★	...
Arkansas	...	...	...	...	...	★	★(b)	★	★	...	...	...	...	★	★	...	★	...
California	...	...	...	...	...	...	★(c)	...	★(c)	...	...	...	★(e)	...	★	★	★	★
Colorado	★	...	...	...	...	★(c)	★(c)	...	★(c)	...	...	...	...	...	★	★	★	★
Connecticut	★	...	...	...	★(b)	★	★	...	★	...	...	...	★(i)	...	★	★	...	★
Delaware	...	...	★(g)	...	★	★	★	★	★	...	...	...	★	...	★	★	...	...
Florida	★	★(h)	...	...	...	★	★(c)	★	★(c)	★(d)	...	...	...	★	...	...	★	...
Georgia	...	...	...	★	...	★	★	★	★	...	...	...	★(i)	★	★	★	...	...
Hawaii	...	★	★	...	...	★	...	...	...	...	...	...	★	...	★	★	★	★
Idaho	...	...	...	...	...	★	★	★	★	...	...	...	★	...	★	...	★	...
Illinois	...	...	...	...	...	★	...	★(f)	★	...	...	...	★(i)	...	★	★	★	★
Indiana	...	...	...	...	★	...	...	★	★	...	...	...	★	...	★	★	★	...
Iowa	★(j)	...	...	..	...	★	★(c)	...	★(n)	...	...	...	★(i)	★	...	★	★	★
Kansas	★(d)	...	...	★(d)	★(d)	★	★(c)	★(d)	★(f)	...	...	...	★(i)	★	★	★	★	...
Kentucky	...	...	...	★(k)	★(k)	★(k)	★(k)	★(l)	★(k)	...	...	...	★	...	★	★	★	★
Louisiana	★(l)	...	...	★(m)	★	★	...	★(l)	★	★	...	...	★(e)	★	...	...	★	...
Maine	...	...	...	...	...	...	★	★	★(o)	...	...	★	★(i)	...	★	★	...	★
Maryland	...	...	...	★(p)	★	...	★	★(q)	★	...	...	★(a)	...	...	★	★	★	★
Massachusetts	★	...	...	...	★	★	...	★	★	...	...	★	★	...	★	★	★	★
Michigan	★	★	...	★(r)	★	★	★	★	★	...	...	...	...	...	★	★	★	...
Minnesota	★	★	★	★(e)	★	★	★	★(d)	★	...	★	★	★(i)	...	★	★	★	★
Mississippi	...	★	...	★	★	★	★	★	★	...	...	...	★(i)	★	...	...	...	...
Missouri	★	★	...	...	...	★	...	★	★	...	...	...	★	...	...	★	★	...
Montana	★(d)	...	...	★	★	★	★(c)	★(s)	...	...	...	...	...	...	★	★	★	...
Nebraska	...	...	...	...	...	★	★	...	★	...	...	...	...	★	★	★	★	...
Nevada	★(t)	★(t)	...	...	...	★	★	...	...	...	...	...	...	★	★	★	★	...
New Hampshire	...	★(h)	...	...	★	★	★	★(s)	★	...	...	...	...	...	★	★	★	★
New Jersey	...	...	...	★	★(c)	★(d)	★	★	★	...	...	...	★(c)	...	★	★	★	★(u)
New Mexico	...	...	...	...	...	★	★	...	★	...	...	...	★(i)	...	★	★	★	★
New York	★(d)	★(d)	★(g)	★(d)	★(v)	★(v)	★(v)	★	★	...	...	★(d)	...	...	★	★	★	★
North Carolina	...	...	...	...	...	★(d)	★	★(q)	★(q)	...	...	...	...	★	★	★	★	...
North Dakota	★	...	★	★(m)	★(v)	★(v)	★(v)	...	...	...	...	★(a)	...	★	★	★	★	★
Ohio	★	★	...	★	★	★	★	★	★	...	...	...	...	...	★	★	★	...
Oklahoma	...	...	...	★(d)	★	★	★	★	★	...	...	...	★(i)	...	★	★	★	...
Oregon	...	★	★(d)	★(m)	...	★	★	★	★	...	...	...	★(e)	...	★	★	★	★
Pennsylvania	...	...	★	★	★(w)	★(k)	★(k)	★(w)	★(w)	...	...	★	...	...	★	★	★	...
Rhode Island	...	...	...	★	★	...	★	★	★	...	★	★	...	...	★	★	...	...
South Carolina	...	...	...	★	★	★	★	★	★	...	...	★	...	★	★	★	★	...
South Dakota	★	★	★	★	...	★	★	...	★	...	...	...	...	★	★	★	★	...
Tennessee	...	★	...	★(k)	★(k)	★	★	★(q)	★(w)	★(d)	...	...	★	★	...	...	★	...
Texas	★(t)	★(t)	...	★(x)	★(x)	★	...	...	★	...	...	...	...	★	★	...	...	...
Utah	...	...	...	...	...	★	★	...	★	...	...	...	...	★	★	★	★	...
Vermont	...	...	...	...	...	★	...	★	★	...	★	...	★(i)	...	★	★	★	...
Virginia	...	...	...	★(p)	★(p)	★(d)	...	★	★(f)	...	...	★(y)	★(i)	★	★	...	★	...
Washington	★(t)	★(t)	★	★	★	★	★	...	★	...	...	...	...	...	★	★	★	★
West Virginia	★	★	★	...	...	...	...	★	★	...	...	...	...	...	★	★	★	...
Wisconsin	★(z)	...	...	...	★	★	★(c)	★	★	...	...	...	★	...	★	★	★	...
Wyoming	★(t)	★(t)	★	...	...	★	★	...	★	...	...	...	...	★	★	★	★	★
Puerto Rico	★	★	★	★	★	★	★	★	★	...	...	★	★	★	★	★	★	★

---

*Source: Adapted from Conway Publications, Inc., *Industrial Development*, January/February 1979.

†All states have statewide air and water pollution control laws.

(a) R&D equipment classified as manufacturers' equipment and is thus eligible for tax exemption.

(b) Exemption of certain items at local or county level.

(c) A reduction, exemption, or credit on assessed valuation of some business inventories or a stipulated percentage of all inventories.

(d) Tax credit or exemption allowed for specified items or operations, usually for specified time under certain conditions.

(e) Applies only to pollution control equipment.

(f) Exempt from sales/use tax. Illinois: phased exemption; fully exempt by 1984.

(g) Does not collect excise tax.

(h) Does not tax personal income.

(i) Allowable depreciation similar to that permitted under federal laws.

(j) Credit or exemption percentage allowed for federal taxes paid.

(k) Applicable at local level only. Pennsylvania: as tangible personal property.

(l) Applicable under tax equalization law only.

(m) Exemption extends only under specified conditions: Louisiana, capital improvements; North Dakota, new construction; Oregon, only while facility under construction.

(n) Taxed only on the value of raw materials.

(o) Except for sales/use tax on materials purchased for use as an ingredient in tangible personal property for sale.

(p) Local or county option. In Virginia, for specified items.

(q) Certain items taxed at lower rates.

(r) Local option in designated redevelopment areas.

(s) Does not collect sales/use tax.

(t) Does not tax corporate or personal income.

(u) Recommended by state for adoption by municipalities.

(v) Tangible and intangible personal property not subject to ad valorem taxes.

(w) Certain materials used for specified purposes exempt from sales/use tax.

(x) Seven-year annexation or de-annexation exemption.

(y) Local governments may tax at different rates than other tangible personal property.

(z) Credit allowed for sales tax paid on energy.

FINANCIAL ASSISTANCE FOR INDUSTRY*

State or other jurisdiction	*State-sponsored industrial development authority*	*Privately sponsored development credit corporation*	*State authority or agency revenue bond financing*	*City and/or county revenue bond financing*	*State authority or agency general obligation bond financing*	*City and/or county general obligation bond financing*	*State loans for building construction*	*City and/or county loans for building construction*	*State loans for equipment or machinery*	*City and/or county loans for equipment or machinery*	*State loan guarantees for building construction*	*State loan guarantees for equipment or machinery*	*State financing aid for existing plant expansions*	*State matching funds for city and/or county industrial financing programs*	*State incentive for establishing industrial plants in areas of high unemployment*	*City and/or county incentive for establishing industrial plants in areas of high unemployment*
Alabama	★(f)	★	...	★	...	★(a)	...	...	...	...	...	...	★(b)	...	...	...
Alaska	★	★	★	★	★	★(d)	★	...	★	...	...	...	★	...	...	...
Arizona	...	(c)	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Arkansas	★	★	...	★	...	★	...	...	...	...	★	★	...	...	...	...
California	...	★(e)	...	...	...	...	...	...	...	...	...	...	...	...	★	...
Colorado	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Connecticut	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	...
Delaware	★	...	★	...	★	...	★	...	★	...	★	★	★	...	...	...
Florida	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Georgia	...	★	★(d)	★	...	...	...	...	...	...	...	...	...	...	...	...
Hawaii	★	...	★	★	★	★	★	...	★	...	...	...	★	...	★	...
Idaho	...	(c)	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Illinois	★	★	★	★	...	...	★	...	★	...	...	...	★	...	...	...
Indiana	★	...	★	★	...	★	...	...	...	...	★	★	★	★	...	...
Iowa	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Kansas	...	★	...	★	...	★	...	...	...	...	...	...	...	...	...	...
Kentucky	★	★	★	★	...	★	★	...	...	...	★	...	★	...	...	...
Louisiana	★	(c)	...	★	...	★	...	...	...	...	...	...	...	...	...	...
Maine	★	...	★	★	...	...	★	...	...	...	★	★	★	...	...	...
Maryland	★	★	...	★	...	★	...	...	...	...	★	★	★	★(g)	★	...
Massachusetts	...	★	★	★	...	★	...	★	...	★	★	★	★	...	★	★
Michigan	★	(c)	★	★	...	...	★	★	...	...	★	★	★	★	...	...
Minnesota	...	★	★	★	...	...	★	★(h)	★	★(h)	...	...	★	...	★	...
Mississippi	★	★	...	★	...	★	...	...	...	...	...	...	★(b)	...	...	★
Missouri	...	★	...	★	...	★	...	...	★(i)	...	...	...	★	...	★	...
Montana	...	★	...	★	...	...	★	★(j)	★	...	...	...	...	...	...	...
Nebraska	...	★	...	★	...	...	...	...	...	...	...	...	★(b)	...	...	...
Nevada	...	...	★	★	...	★	...	...	...	...	...	...	...	...	★	★
New Hampshire	★	★	★	...	...	...	★	...	...	...	★	★	★	...	...	...
New Jersey	★	...	★	...	★	★(k)	★	...	★	...	★	★	★	★	★	★
New Mexico	★	(c)	...	★	...	★	...	...	...	...	...	...	...	...	...	...
New York	★	★	★	★	★	...	★	★	★	★	★	★	★	...	★(m)	★(m)
North Carolina	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
North Dakota	...	★	★	★	★	★	★	...	★	...	...	...	★	...	★	★
Ohio	★	★	★	★	...	...	★	...	...	...	★	★	★	...	★	★
Oklahoma	★	★	★	★	...	★	★	★	★	★	...	...	★	...	...	...
Oregon	★	★	★	★(k)	...	...	...	...	...	...	...	...	★	★	★	...
Pennsylvania	★	★	★	★	...	...	★(n)	★(n)	★(l)	...	...	...	★	...	★	★
Rhode Island	★	★	★	★	...	...	...	...	...	...	★	★	★	...	...	...
South Carolina	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	★	...	★	★	...	...	...	...	...	...	...	...	...	...	...	...
Tennessee	★	...	...	★	★	★	...	...	...	...	★	★	★(q)	...	...	...
Texas	★	...	...	★(o)	...	...	★	...	★	...	...	...	★	...	...	...
Utah	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Vermont	★	★	★	★	...	...	★	...	★	...	★	★	★	★	★	★
Virginia	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Washington	★	★	...	★(d)	...	★(d)	...	...	...	★(d)	...	...	...	★	★	★
West Virginia	★	★	...	★	...	...	★	★	...	...	...	...	★	★	★	...
Wisconsin	...	...	...	★	...	★(p)	...	...	...	...	...	...	...	...	...	...
Wyoming	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Puerto Rico	★	★	★	★	★	★	★	...	★	...	★	★	★	★	★	★

**Source:* Adapted from Conway Publications, Inc., *Industrial Development*, January/February 1979.

(a) Permitted in only specified municipalities.

(b) State allows cities or counties to offer financial aid for existing plant expansions.

(c) Authorized but none active.

(d) Activity limited to port authority in Georgia and port districts in Oregon and Washington.

(e) State-sponsored but privately operated nonprofit Regional Job Development Corporations may be established in low-income areas to provide loans to small businesses.

(f) State grants to assist in industrial site preparation.

(g) Limited to EDA-designated areas.

(h) For processing products of agriculture, including forestry and timber production.

(i) Also cover working capital, site improvements, and inventories.

(j) Authorized if a one-mill multipurpose tax levy is approved by local voters.

(k) Applies only to pollution control equipment.

(l) Available through the Minority Business Development Agency.

(m) Under New York Job Incentive Program, a corporate franchise or unincorporated business tax credit is allowed to firms locating, expanding, or improving facilities in the state under certain conditions.

(n) State and local program of participation in building construction.

(o) For electric generation and transmission facilities and for wastewater treatment facilities.

(p) For acquiring and developing sites.

(q) Loan guarantee up to 90% of the project amount, not to exceed $250,000.

6. Natural Resources

POLLUTION AND THE ENVIRONMENT*

THE ENVIRONMENT became a national concern and a potent political force in the 1970s. The decade began with the signing, on the first day of the year, of the National Environmental Policy Act (NEPA). This law made it national policy to "encourage productive and enjoyable harmony between man and his environment." Congress then began to enact a body of legislation which, by the end of the decade, would have a major impact on people's lives and the nation's way of doing business.

What accounts for this burst of environmental consciousness? What was behind the new ethic and outlook that eventually brought such momentous changes in the nation's laws and priorities? Environmentalism is not, of course, a wholly new phenomenon. It has roots extending back into the last century when sportsmen and nature lovers organized against the wanton destruction of America's wildlife: when Yellowstone, in 1872, became the world's first national park; when, in 1891, 40 million acres were set aside in the first national forest reserve for protection against the rapacious timbering of the time.

Pollution is also a long-standing concern. Some cities began treating their sewage in the last century, and the first federal water pollution control law was passed in 1948. State and local governments also made early efforts to combat air pollution—in 1881 Cincinnati and Chicago passed smoke control ordinances, and in the 1940s California began to control smog with regulation of refineries and other industrial plants. The first federal air pollution law was passed in 1955.

The difference with the legislative initiatives of the 1970s was that they came in concert and that, by and large, they had enforcement powers. Somehow, the nation decided that it was time to act in a comprehensive and forceful way to preserve the quality of the environment. It is not obvious what caused this sudden and widespread public adoption of a new environmental ethic. The causes were complex, including intellectual and scientific currents of the time, as well as economic and social forces. What was certain was that if the nation was going to improve the quality of its environment, a new legal framework was needed.

Building on laws enacted in 1970, Congress rapidly added more legislation of great significance, such as the:

- Federal Water Pollution Control Act in 1972.
- Marine Protection, Research, and Sanctuaries Act in 1972.
- Coastal Zone Management Act in 1972.
- Endangered Species Act in 1973.
- Safe Drinking Water Act in 1974.

---

*This chapter was prepared by Ralph J. Marcelli, Deputy Director, Office of Communications, The Council of State Governments, from the 1979 annual report of the Council on Environmental Quality.

- Forest and Rangeland Renewable Resources Planning Act in 1974.
- Toxic Substances Control Act in 1976.
- National Forest Management Act in 1976.
- Bureau of Land Management Organic Act in 1976.
- Resource Conservation and Recovery Act in 1976.
- Surface Mining and Reclamation Act in 1977.
- Clean Water Act in 1977.
- National Parks and Recreation Act in 1978.
- Environmental Pesticide Control Act in 1978.
- National Energy Tax Act in 1978

The remainder of this chapter will discuss the activities, problems, and concerns related to air quality, water quality, solid waste, environmental regulation, and land use during the 1978-79 biennium.

Air

Various indicators of air quality all point to the same conclusion: overall, the nation's air quality is improving. However, air pollution has by no means been eliminated. In 1977, the air in two of the 41 urban areas for which reliable data was available still registered in the "unhealthful" range for more than two thirds of the year. These two areas, New York and Los Angeles, together contain almost 8 percent of the nation's population.

Quality

The Clean Air Act Amendments of 1977 required all air quality control regions to standardize their monitoring efforts and report air quality levels using a uniform air quality index by August 1978. In response, the Environmental Protection Agency (EPA) adopted the Pollutant Standard Index (PSI), a health-related index designed to be reported by the news media so that susceptible persons can know and respond appropriately to changes in pollution levels. It also makes it possible to analyze and compare pollution levels on a uniform basis throughout the nation (see Table 1).

All state and local agencies that monitor urban areas of greater than 500,000 people have adopted PSI. Many that deal with urban areas of 200,000 to 500,000 people have also adopted PSI, and universal use is now expected by the end of 1983. PSI is based generally on the primary short-term National Ambient Air-Quality Standards (NAAQS), and federal criteria for categorizing more severe pollution episodes (see Table 2).

EPA is currently reviewing the ambient air quality standards for the five basic "criteria" pollutants, the first such review since the standards were issued in 1971. The first standards scrutinized were those for photochemical oxidants, including ozone (O_3). In January 1979, EPA announced its decision that the primary standard would be relaxed from .08 parts per million to .12 parts per million. The review of the standards for the other four criteria pollutants—nitrogen dioxide (NO_2), carbon monoxide (CO), sulfur dioxide (SO_2), and total suspended particulates—are scheduled to be concluded in 1980.

For all of these pollutants, EPA has set primary standards to protect human health with a reasonable margin of safety, as well as secondary standards, designed to protect against effects on human welfare such as crop losses or metal corrosion.

Programs

The 1970 Clean Air Act Amendments directed EPA to set ambient air quality standards and to establish emission limitations for new pollutant sources—such as new factories, autos, and trucks. However, the task of developing strategies for attaining the ambient air quality standards was given to the states. States must therefore have State Implementation Plans (SIPs) that spell out in specific detail how federal goals will be met.

Most SIPs are currently in the process of being revised. The 1977 Clean Air Act Amendments established deadlines later than those in the original 1970 legislation for attaining ambient air standards. The target date for complying with the standards for total suspended particulates, sulfur dioxide, and nitrogen dioxide is now 1982; it can be as late as 1987 for ozone and carbon monoxide, the automobile-related pollutants. The cutoff date by which states should have developed revised SIPs for meeting these goals was July 1, 1979.

Although most states (44) submitted their plans by late July, only one state, Wyoming, had an approved plan in place by the July 1979 deadline. Fifteen more had been proposed for approval by EPA and were out for public comment by July 1. Legislation had been introduced that would give EPA and states another year for this process, and would delay deadlines for meeting ambient air standards by another year as well. However, EPA expressed confidence that most plans would be approved by the fall. The agency did not foresee imposing congressionally authorized sanctions against noncomplying states, such as a cutoff of highway funds. One of the problems in developing state plans is that of finding appropriate strategies for controlling automobile-related pollutants in parts of the country where the gradual replacement of old cars by new cars equipped with catalytic converters will not suffice to bring pollution down to acceptable levels.

State implementation plans establish emission limits to assure that federal air quality standards are attained in that location. In making these decisions, states regularly take into account the nature and amount of emissions from each source, the control technology available, and the time required for installation of pollution control devices. However, SIPs are not necessarily as economically efficient as possible, nor are regulated companies prompted to seek innovations in control technology.

For this reason, EPA proposed on January 18, 1979, that states allow plants to reduce controls in that portion of a facility in which costs are high, in exchange for an equal increase in control in a part of the same facility where abatement is less expensive. Because it treats a facility in terms of its total emissions—as if it had a bubble over it—this has been called "the bubble concept." The policy statement recommends that the states inform facilities of the availability of the alternative emission-reduction approach, explain the advantages and conditions of use, and be receptive to proposals from facilities seeking to employ the more cost-effective mix of controls this policy allows. Under the proposed policy, facilities may obtain financial savings by employing more cost-effective mixes of control techniques than current process-by-process regulations allow, as long as total environmental benefits are not reduced.

Water

National efforts during the decade to improve surface water quality continue to show positive results. However, few areas are completely free of water quality problems. Although many industrial point source discharges of conventional pollution are coming under control, nonpoint and municipal sources remain major problems. Toxic pollutants in surface waters and contamination of groundwater by conventional pollutants and toxic substances are serious problems that the nation is just beginning to understand and control. For example, salmon now returning to the Hudson River estuary after a 75-year absence cannot be eaten due to high PCB (polychlorinated biphenyls) contamination.

Quality

Surface Waters. Hundreds of chemical substances have been identified as contributors to water pollution. Furthermore, chemical reactions among them are constantly taking place in the water, and our knowledge of these reactions is fragmentary.

Finding suitable indicators of water quality is difficult. Over the years attempts have been made to identify a few variables that summarize water quality succinctly. At present, experts advocate at least 10 categories of indicators. Those most widely employed by federal and state agencies are aggregate indices—e.g., toxic metals, nutrients, sediments, and pesticides.

The measurements chosen for an assessment of water quality give a partial summary of the current knowledge of water pollution from industrial, municipal, and agricultural sources. They are fecal coliform bacteria, dissolved oxygen, total phosphorus, total mercury, and total lead (see Table 3).

Lakes. Pollution discharges into lakes present different problems than do discharges into rivers and streams. River waters have high flushing rates and can usually cleanse themselves rapidly of dissolved pollutants if waste discharges are stopped. Most lakes, however, flush very slowly, if at all. Wastes introduced into a lake can remain for years if not centuries. As many as two thirds of the nation's lakes may have serious pollution problems as a result. Urban lakes are particularly susceptible to man's influence. An estimated 80 percent of more than 3,700 urban lakes in the United States are significantly degraded, and yet, they offer potential aesthetic and recreational value to more than 94 million metropolitan residents.

Groundwater. About one half of the U.S. population and 95 percent of the rural population are dependent on groundwater for drinking and other domestic uses. Further, about 40 percent of the water used for agricultural irrigation is obtained from groundwater. Groundwater is generally found in water-bearing geological formations known as aquifers, through which water may move, at very slow rates, over vast distances. Some aquifers are small while others may cross several states. Groundwater in an aquifer is generally of good quality because the upper layers of the soil have enormous capacity to decompose, bind, and filter out contaminants before the water reaches the aquifer. Most of the U.S. groundwater supply in the uppermost several hundred feet of the earth's mantle is potable and usable for most purposes. However, there are critical areas where the natural supply is of poor quality, and in some areas the potable supply is being degraded through human use and contamination. Deterioration of groundwater quality and insufficient groundwater supply are two major problems throughout much of the United States.

Programs

Municipalities. Under the Federal Water Pollution Control Act of 1972 and its further amendments, all municipal sewage treatment plants were to achieve secondary treatment by 1977—with some extensions up to 1983—and they were all to use the "best practicable" waste treatment technology by 1983. As of 1979, seven years into this process, progress had been made. However, the cost of these efforts is a subject of increasing concern, and both Congress and federal agencies are seeking new ways of controlling the expenditures required.

To assist municipalities in meeting these goals, Congress authorized EPA to obligate $18 billion to municipalities during fiscal 1973 to 1977 to pay for 75 percent of planning and construction costs for new wastewater treatment facilities. Subsequent public laws, including the Clean Water Act of 1977, have appropriated a total of $28.18 billion in federal grants through fiscal 1979. Thus, the Construction Grants Program, operating at roughly $4 billion per year, is by far EPA's largest program in terms of direct budgetary outlay.

As of March 1979, EPA had committed $20.7 billion of the $28 billion obligated for the Construction Grants Program to some 16,000 grants. Only 5,276 of these grants, to which EPA had contributed $1.7 billion in funds, were completed. The fact that only approximately $1.7 billion of construction projects are complete—with sewage treatment facilities now operating—is a testimony to the long time needed for making the rivers and lakes cleaner.

As of March 1979, EPA had under way 10,582 active grants to which approximately $19 billion was committed.

Industries. The Federal Water Pollution Control Act of 1972 required EPA to set technology-based effluent control limits for all industries discharging wastes into U.S. waters. Best Practicable Technology (BPT) controls were to be in place by July 1, 1977, and Best Available Technology Economically Achievable (BAT) controls were to be installed by July 1, 1983. The Clean Water Act of 1977 altered the requirements of the 1972 legislation by extending the 1983 deadline to July 1, 1984, and by establishing three categories of pollutant discharges: conventional, toxic, and nonconventional. BAT would still be required by 1984 for toxic and nonconventional pollutants. For conventional pollutants, EPA was directed to establish guidelines reflecting Best Conventional Technology (BCT), which would take different cost considerations into account.

Every industrial facility that discharges wastes into water must have a permit under the National Pollutant Discharge Elimination System (NPDES). The permits are issued either by EPA or by states with EPA-approved programs for administering the system. An NPDES permit generally specifies discharge limitations for specific pollutants, establishes schedules for upgrading controls to meet such limits, and requires periodic reports on compliance. As of April 4, 1979, there were 37,845 nonmunicipal NPDES permit holders. There are 32 states or territories with approved programs for administering the NPDES permit system. Pennsylvania and Iowa are the only two additions to the list since June 1978.

Now that the July 1, 1977, BPT deadline has passed, a major part of EPA's effort to clean up the nation's waterways is directed toward ensuring compliance with the BPT guidelines. EPA estimates that of the 3,977 major nonmunicipal dischargers, 795 did not meet the BPT deadline. The major nonmunicipal dischargers include 3,703 industrial dischargers, 223 federal facilities, and 51 municipal wastewater treatment plants that are not publicly owned.

EPA has updated its information on compliance with the statutory deadlines several times since July 1, 1977. The latest survey was conducted during April 1979 and revealed that, of the 795 nonmunicipal facilities that failed to achieve BPT standards by the deadline, action had been taken in 648 of the cases. This included 301 civil actions, 96 administrative or consent orders, 25 adjudicatory resolutions, and 31 extension letters. In 175 cases, compliance was achieved without direct formal agency action.

Nonpoint Sources. Nonpoint source pollution is increasingly recognized as a major challenge in cleaning up the nation's water. Nonpoint sources are those for which there is no one obvious pipe, outfall, or distinct conveyance of pollutants, as contrasted to point sources such as municipal sewage plants and industrial facilities. Nonpoint sources are usually diffuse, difficult to identify, and hard to control. The most important nonpoint sources of pollution are agricultural activities, urban storm water runoff, mining runoff, silviculture, and individual wastewater disposal systems. A majority of the nation's drainage basins are affected by pollution from agriculture and urban runoff. Many basins are affected by other nonpoint sources of pollution as well.

One of the chief sources of nonpoint source water pollution is farming. Water pollution from agriculture is estimated to affect 68 percent of the river basins in the United States. The principal pollutants include pesticides, dissolved solids, nutrients, sediment, organic material, and pathogens.

Pollution due to agricultural activities can come from erosion, runoff, or from irrigation return flows. Runoff will generally result in increased levels of bacteria, suspended solids, nutrients, and pesticides.

EPA's main program to deal with nonpoint source pollution is the Water Quality Planning and Management Program established by Section 208 of the Clean Water Act. So-called "208 plans" are prepared by regional planning agencies or states to identify and propose solutions to the water quality problems in their area. These plans address both point and nonpoint sources of pollution in surface and groundwater, while other facets of the 208 program, such as the Nationwide Urban Runoff Program, deal specifically with nonpoint problems. As of July 2, 1979, 129 plans out of a projected 226 plans have been certified by state governors, and 75 have been approved by EPA.

On May 23, 1979, EPA issued final regulations governing the 208 planning process. The new rules are designed to promote implementation of the plans, involve the states in a defined role in the planning process, and ensure greater integration and consolidation among EPA environmental programs. To ensure implementation of completed 208 plans, EPA will not continue to fund any 208 agencies after fiscal 1979 unless a significant portion of the plan is being implemented. A state's activities will be clearly defined in state/EPA agreements that will integrate planning, management, and implementation of programs under the Clean Water Act, the Resource Conservation and Recovery Act, and the Safe Drinking Water Act.

Drinking Water. The Safe Drinking Water Act (SDWA), passed in 1974 and amended in 1977, requires EPA to establish federal standards for drinking water, protect underground sources of drinking water, and establish a joint federal-state system for assuring compliance with the resultant regulations.

EPA's National Interim Primary Drinking Water Regulations became effective on June 24, 1977. Initial monitoring for water quality was to have been completed within one year for those supplies whose raw water was derived from a surface source such as a river, lake, or reservoir. Communities using groundwater supplies are to have initial monitoring completed within two years. Results of the initial monitoring suggest 10 to 20 percent of the nation's water supply systems, mainly very small systems, do not meet existing standards.

SDWA envisions that the states will exercise primary enforcement responsibility (primacy) for drinking water programs, with EPA assuming this task only when a state is unable or unwilling to meet minimum requirements contained in the regulations. In order to attain primacy under the act, a state must establish drinking water standards and procedures for variances and exemptions at least as stringent as the national regulations;

adopt and implement an adequate enforcement program; maintain records and submit reports as required by the administrator; and establish an emergency response plan and a program for plan review. As of July 1979, 41 jurisdictions had been granted primacy by EPA (see Table 4).

Ocean Dumping. The world's oceans have come under increasing ecological pressure from ocean disposal of ordinary and toxic municipal and industrial wastes. To reverse this trend, a group of nations negotiated the Convention on Prevention of Marine Pollution by Dumping of Wastes and Other Matters in London in November 1972, and the treaty came into force in 1975. By mid-1979, it had been ratified by 27 nations, including the United States, and 12 others had acceded to it.

In response to the international agreement and to ever more pressing domestic waste disposal problems, the U.S. Congress passed the Marine Protection, Research and Sanctuaries Act of 1972. Its purpose is to prevent or limit strictly the ocean dumping of any material that would adversely affect human health, welfare, or amenities, or the marine environment, ecological system, or economic potentialities. In practical terms, the act is intended to stop all "harmful . . . dumping" by 1981; the critical phrase "harmful dumping" is defined as the dumping of wastes that do not meet certain environmental impact criteria. The law directs EPA and the U.S. Army Corps of Engineers (subject to EPA review) to administer permit systems to control dumping in ocean waters. The permit systems now cover all materials transported for dumping, including sewage sludge, industrial wastes, radioactive wastes, wastes to be incinerated at sea, and dredged material disposal.

Although the intent of the law is unmistakably clear, the difficulties of complying will be great. During the next two years, EPA's implementation and enforcement of various provisions of the Resource Conservation and Recovery Act, the Clean Water Act, and the Clean Air Act may create strong pressures to increase ocean disposal of certain wastes. In addition, it is difficult to see how New York City and other major metropolitan areas can completely modify their present practices to eliminate the dumping of primary and secondary sludges by the end of 1981, especially given the poor fiscal health of some of the older coastal cities.

A major new method for the safe disposal of certain highly toxic organic compounds has appeared in the last year or two. Incineration at sea holds the promise of becoming a major alternative to land-based incineration or dumping into ocean waters. This disposal technique uses vessels that have been specially designed and equipped with on-board incinerators. The motor tanker *MT Vulcanus*, owned by Ocean Combustion Services of the Netherlands, for example, has special cargo tanks and high-temperature (over 1,250° C) incinerators. After loading hazardous or toxic liquid combustible wastes at port, it steams offshore to a permitted point for the burn.

During tests, the incinerators have oxidized organochlorine wastes, resulting in emissions primarily consisting of water, carbon dioxide, and hydrogen chloride. These gases are discharged directly to the atmosphere without scrubbing. Perhaps the most impressive use of this innovative technology was the virtually total combustion of 2 million gallons of herbicide Agent Orange, a notoriously toxic and persistent organochlorine compound, at a site 800 miles west of Hawaii. Monitoring indicated that the combustion efficiencies and destruction efficiencies of the herbicide were more than 99.99 percent and that there were no adverse effects on the personnel or the environment. The tests to date have been so successful that a U.S. incinerator ship will be built, and the feasibility of ocean platform incineration is being studied.

Solid Waste

Before 1970, the question of what to do with a city's waste was hardly ever asked. The answer was obvious: either burn it in an incinerator or take it to a dump.

During this decade conditions have changed. Obtaining land for dumping has become more difficult as existing sites have filled up, nearby residents have opposed new sites, and the commercial or ecological importance of places once considered convenient dump sites—such as wetlands—has been recognized. At the same time, the total amount of waste has been increasing. Municipal waste, which rose at a rate of 5 percent a year from 1960 to 1970, slowed to a rate of about 2 percent a year from 1970 to 1978, but is still on the upswing. In fact, residential and commercial gross discards rose in every year of this decade except 1974 and 1975, both recession years. Total U.S. municipal waste was estimated at 154 million tons for 1978, the equivalent of 1,400 pounds per person.

The amount of municipal waste generated per person also increased overall for the decade, declining somewhat during 1974 and 1975, but then rising again to an average level of 3.85 pounds per day in 1978. The rate of increase per person for the period 1970 to 1978 averaged approximately 1 percent annually. During this period, labor and equipment costs associated with waste disposal also rose.

As the economics and politics of waste disposal have changed, so has environmental awareness. Solid waste disposal is now coming under much more stringent regulation than in the past. The Resource Conservation and Recovery Act, passed by Congress in 1976, set as an objective the complete elimination of open dumps and the upgrading of other waste disposal practices. It offered federal help to states to create waste management plans and to bring waste disposal systems up to federal standards. These changes could easily double the cost of landfilling wastes in many areas.

Squeezed by increasing amounts of waste, disappearing disposal sites, and tightening restrictions on use of the sites, many local government officials and businesses involved in solid waste disposal have begun to consider alternatives to disposing of wastes in sanitary landfills. Municipal trash, after all, contains many potentially useful items. Newspapers, aluminum and steel cans, glass bottles, and rubber tires can all be reused, either as is or after reprocessing. Food wastes have potential value as compost. A wide variety of components, including paper, food, and yard wastes, can be burned to make energy—a fact of great importance in a world of rapidly rising energy prices.

Source Separation

Source separation programs take a number of forms. Cities collect newspapers, for example, and occasionally glass and cans. Private dealers collect high-quality office paper waste and computer cards. Companies sponsor programs for aluminum can collection, and community groups man drop-off centers for paper, glass, and cans. In 1978, 40 cities had some kind of separate collection program for the full gamut of recyclables, and another 196 collected newspapers. More than 3,000 independent voluntary community recycling centers were in operation, concentrated in California and the northeast: EPA has estimated that more than 500 offices have paper recycling programs.

EPA gave source separation programs direct encouragement in 1976 when it issued guidelines requiring all federal offices with 100 or more employees to set aside waste paper for recycling. The same guidelines required federal facilities housing 500 or more families, such as military bases, to recycle newspapers. In March 1979, 175,000 federal employees working in 135 facilities were participating in the program, and another 100,000 workers were expected to be covered by the end of the year. At present, paper products—office paper, newsprint, cardboard, etc.—are the materials that are recycled most. Paper accounts for 90 percent, by weight, of the materials recovered through source separation. About 20 percent, by weight, of all discarded paper products are recycled.

Recently, the aluminum industry has stepped up its efforts to recover more aluminum because recycling requires only about one twentieth of the energy needed to produce aluminum from virgin sources. One out of four aluminum cans is now recycled, and it is estimated that 10 percent of all post-consumer aluminum waste is recovered.

The opposite trend is evident in the glass industry. As recently as 1950, 99 percent of all soft drink and 70 percent of beer containers were returnable bottles. Soft drink bottles averaged 40 trips before being discarded. Today, only 25 percent of soft drink and beer bottles are returnable. Altogether, only 3 percent of the glass in municipal trash is recovered through source separation programs. The rate of recovery for iron is even worse; only 2 percent of all iron-bearing municipal waste is reclaimed through source separation or any other recovery technology.

The main advantage of source separation is that it yields high-quality waste products that can command a relatively high price in the secondary materials market. It is the only proven method for recovering recyclable newspaper, office paper, corrugated cardboard, color-sorted glass, plastics, and rubber from municipal solid waste, and it is still the best method of recovering aluminum.

Another advantage of source separation is the relative ease with which a program can be started, especially compared with centralized waste processing. Source separation requires minimal capital investment, in many cases less than $50,000. The basic costs are for a warehouse to collect sorted wastes, and, in some cases, for purchase or modification of collection vehicles, as opposed to construction of a large factory complex involving complicated shredding machinery, conveyors, and boilers. Source separation systems may be as large or small as desired. Another advantage is that they consume little energy, other than human, in operation. They may thus be the only practical choice for communities that want a resource recovery system but are too small or remote to build or adequately supply a centralized processing plant.

A key obstacle to instituting a municipal source separation program is uncertainty as to its effectiveness. Source separation programs depend heavily on public cooperation for success. Under the right circumstances, public participation rates can be very high. Besides possible difficulties with participation rates, source separation programs also face problems in keeping down costs and obtaining markets for their recycled materials. Municipal source separation programs are seldom profitmaking enterprises on the basis of the materials recovered alone. The cost of collecting, sorting, and baling the recyclables generally exceeds the revenues from their sale.

Centralized Waste Process

In a central resource recovery scheme, household and commercial wastes are taken to a waste processing facility, rather than a commercial incinerator, landfill site, or recycling center. At the processing plant, the waste is generally burned and the heat energy used to make steam, which may in turn be put to a variety of uses, from space heating to industrial processes to generation of electricity. Steel cans and possibly other materials may also be recovered from the waste, either before or after incineration.

The advantages of energy and material recovery are clear. First, the weight and volume of wastes to be landfilled are drastically reduced. Though there is some variation depending on how well nonburning materials such as glass and cans are removed, the amount left over after processing is no more than 10 percent by volume and 25 percent by weight of the original. This residue is sanitized and is largely inert.

The second important benefit of operating such facilities is the energy they can recover. Not all municipal solid waste is, from a practical point of view, available for energy recovery. EPA estimates that perhaps 75 percent of all municipal waste is generated in areas with sufficient population density that the cost of transporting wastes to a central processing facility would not be prohibitive. The agency calculated in 1973 that the maximum possible energy yield from this trash was about 900 trillion Btus, or the equivalent of 424,000 barrels of oil per day. That amount is equal to about a quarter of the 1979 flow of the Alaska pipeline and is enough energy to meet the home and office lighting needs of the entire nation. Total gross discards have risen by 10 percent since EPA made the estimate; the amount of energy potentially available from trash should have risen proportionally.

A third possible benefit of centralized resource recovery is its potential for producing iron, steel, aluminum, glass, and even paper from waste for recycling. Iron-bearing items, including cans, broken appliances, nails, pails, and drums, are easily removed from garbage by magnets. However, the current market for iron is not good.

The barrier to building and operating a waste processing facility is institutional. In the past, EPA provided some assistance to communities in how to go about the complex task of planning and organizing such a facility, with panels consisting of EPA staff members, outside consultants, and state and local officials with expertise in engineering, finance, and management. Between January and October 1978, 245 requests for assistance had been filled under this program. The budget for the panels program was $3.75 million in fiscal 1978. However, EPA has indicated that future panels will increasingly be used to deal with hazardous wastes and solid waste problems other than resource recovery.

In 1979, Congress allocated $15 million under President Carter's urban program to assist cities in initiating resource recovery projects. Grants can be used for investigating markets, assessing technologies, doing feasibility studies, analyzing local issues, and negotiating contracts. EPA selected 68 communities to receive awards under this program in 1979. It hopes to continue the program for two more years.

A waste processing facility capable of handling 1,000 tons of refuse a day can cost $25 million to $50 million to plan and build. Coming up with such a large sum is not easy, especially when, because of the newness of the field, many financial institutions regard such plants as high-risk ventures.

Government can assist communities in this area through loan guarantees, tax exemptions for municipal industrial development or pollution control bonds, other tax benefits for facilities, or outright construction grants. To date, many of the larger waste processing facilities have, in fact, been financed by issuance of tax-exempt municipal bonds.

Another tax benefit now available to builders of waste processing plants is an investment tax credit. The Energy Tax Act of 1978 allows businesses to take an additional 10 percent investment tax credit for installing alternative energy systems, including recycling equipment. According to DOE, such credits are expected to reduce the cost of producing energy from municipal solid waste by 5 to 19 percent.

A third possible form of federal aid is loan guarantees. Although the Energy Conservation and Production Act of 1976 authorized such guarantees up to $2 billion, none has been made. GAO has criticized DOE for failing to request any appropriations under this program. The Energy Tax Act of 1978 also authorized certain kinds of loan guarantees, although Congress declined to appropriate money for this purpose for fiscal 1979.

Regulations

To ensure that environmental factors receive adequate consideration and environmental effects are understood in advance, the National Environmental Policy Act directs federal agencies to prepare an environmental impact statement (EIS) for any major federal action significantly affecting the quality of the human environment. These environmental statements must identify and discuss the environmental effects of the proposed action and spell out, analyze, and compare alternatives.

Although there is broad agreement on the value of the environmental impact statement, the EIS process has been criticized for creating excessive paperwork, causing needless delays in worthwhile projects, and obscuring important issues. To correct these problems and improve the entire NEPA process, President Carter in 1977 directed the Council on Environmental Quality to issue regulations to implement more effectively the procedural requirements of NEPA. The council's NEPA regulations were proposed for public comment in June 1978, and were promulgated in final form in November 1978. The new regulations implement NEPA's procedures for building environmental awareness into federal agency actions, from early planning to monitoring environmental quality measures of completed projects. They are designed to produce more useful, readable, tightly focused documents, and to reduce delays through a variety of changes in procedures to be employed from the start to the finish of the environmental review process. The regulations became effective on July 30, 1979. All federal agencies were required to adopt procedures implementing the regulations by that date.

One of the most significant innovations in the new NEPA regulations is the "scoping" process. When a federal agency determines that a proposed action requires preparation of an EIS, it must take prompt action, at the very beginning of the planning process, to identify the important issues that require full analysis and to separate those issues from the less significant matters that do not require detailed study. The scoping process also helps to identify any environmental review and consultation requirements imposed by laws other than NEPA and to allocate responsibilities among lead and cooperating agencies. Affected federal, state, and local agencies and interested members of the public must be invited to participate in this scoping process.

Another important innovation is the requirement that when an EIS has been prepared, the agency must produce a written record of its decision on the proposal analyzed in the EIS. This document must concisely identify the alternatives considered, specify which alternatives were environmentally preferable, and explain the considerations weighed in reaching the decision. In addition, the record of the decision must state whether all practicable means for mitigating environmental harm have been adopted and, if not, why not.

The regulations also address a long-standing controversy—the possibility of conflicts of interest when applicants for federal permit or funding approval participate in the environmental analysis of the project. The regulations require that the EIS be prepared by the federal agency or by a contractor selected by the agency, but allow a private entity to submit information for the agency to use in preparing the EIS if the information is independently evaluated by the agency. Contractors must certify that they have no conflict of interest by signing disclosure statements specifying that they have no financial or other interest in the outcome of the project.

An important feature of the regulations is improved integration of NEPA procedures with other environmental review laws and federal permit requirements. In the past, some projects have been needlessly delayed because of lack of coordination among agencies, sequential rather than concurrent compliance with permit and review procedures, failure to prepare environmental reviews early in the planning stage, insufficient guidance from federal agencies to applicants, and duplication between federal and state environmental review requirements.

Another innovation in the regulations is designed to eliminate duplication between NEPA and similar state and local environmental policy laws. The regulations require federal agencies to cooperate with state and local agencies to the fullest extent possible. The regulations encourage joint planning and research and the use of a single document complying with both NEPA and state law. The federal EIS must discuss any inconsistency between the proposal and state or local plans or laws and the extent to which the agency will reconcile the conflict.

Many states have adopted environmental policy acts similar to NEPA. Table 5 outlines the nature of state environmental impact statement requirements.

Land Use

Social decisions about where and how to live have created numerous special land use problems. Rapid growth in rural areas throughout the nation, due to recreation, retirement, mining, improved transportation, and a variety of other causes, has created pressures that many local governments are ill-equipped to handle. Energy facilities along the coasts and new energy developments inland have highlighted the need for more effective coordination of decisionmaking and long-range planning at all levels of government.

A large number of federal laws affect private land use decisions directly or indirectly. In recent years, federal attention has been given to the protection of critical resources—ecological, cultural, unique, and fragile—that contribute substantially to the quality of the environment and that need careful public management. None of these critical resources is categorically protected at the federal level. However, many recent federal laws and executive orders serve to discourage incompatible uses of wetlands; lands overlying drinking water reserves; prime farmlands, floodplains; habitats of endangered species; and coastal, shoreline, wild, historic, and scientifically valuable areas.

This trend is even more evident among the states, which are the principal locus of the country's land management control. The legal efforts that states have made to protect critical resources are summarized in Table 6.

Three of the more urgent land use problems facing the nation today are those of siting new energy facilities, protecting valuable coastal zone resources, and preserving fast-disappearing historic and cultural resources. Government programs exist that address these problems, although recent experience suggests that these programs could be strengthened and that better coordination among the various levels and branches of government is needed.

Siting New Energy Facilities

Efforts during the past year to site three new energy facilities in coastal areas reveal many of the inadequacies of the current planning process for such plants, as well as the difficulty of evaluating varying environmental effects. These cases point up a particular need for improved efforts to identify environmentally critical areas so that their special-use limitations may be taken into account in the earliest stages of energy facility planning.

Federal assistance to small inland communities to deal with energy facility-induced growth—i.e., to expand housing, health, education, social services, transportation, and other services—has been neither coordinated nor targeted. A similar need to target funds to communities affected by energy development in coastal areas was addressed in 1976. The Coastal Energy Impact Assistance provision of the Coastal Zone Management Act (CZMA) provides funds to coastal communities to mitigate the adverse onshore effects of new or expanded coastal energy activities.

Energy development and the siting of facilities are issues in which the federal government is heavily involved. However, in other energy-related land use matters, states, local communities, private businesses, and citizens are responsible for the crucial decisions. If land use and community planning are to effectively cope with the demands of energy development, all these entities must be involved. Despite federal assistance and state and local planning efforts to date, the following needs are apparent:

- A process for analyzing alternative facility sites in advance of site-specific proposals by private businesses and the inevitable financial commitments these proposals involve; and
- A comprehensive, long-term, impact-assessment process leading to the design of a mitigation program that addresses all stages of the "boom-bust" cycle typical of resource-extraction activities.

Protecting the Coastal Zone

Among the environmentally critical areas of the country, the coastal zone has long had special importance. It is a diverse natural resource that extends a total of 101,500 miles along the Atlantic, Gulf, Pacific, and Great Lakes coasts and the perimeters of Hawaii, Guam, Puerto Rico, the Trust Territories, and the Virgin Islands. It provides recreational opportunities, offers spawning grounds for a large proportion of ocean life, serves as a storm and flood buffer, and is a valuable transportation conduit. Seven of the nine largest metropolitan areas in the nation are within the zone, and more than 50 percent of the nation's population lives in counties that are, at least in part, within 50 miles of the land-sea margin.

The CZMA was intended to accomplish the following major goals:

- Protecting the nation's unique and significant natural resources;
- Protecting historic and cultural resources and providing for increased recreational access;
- Managing rapid and widespread coastal development; and
- Coordinating and streamlining federal and state decisions affecting coastal resources.

The act seeks to accomplish these goals primarily through a program of federal planning grants to help the states, which have primary land-use jurisdiction, better manage their coastal resources.

The federal program seeks to give each state flexibility to adopt a management program best suited to its own needs, while also meeting certain basic national objectives. Thirty-five coastal states and territories were eligible to receive federal funding under the initial or planning phase of the CZMA. Between 1974 and September 1979, $70 million was distributed to these states to help them develop coastal management programs. The work undertaken by states varies greatly and reflects different degrees of public concern about coastal resource management problems. Many states, including some without federal program approval, have new or strengthened regulations designed to protect critical coastal resources. To date, 15 jurisdictions have received federal approval for their coastal management plans and are receiving second-stage, or implementation, grants on a cost-sharing basis. An additional four states are expected to receive program approval by the end of 1979 (see Table 7).

States are providing an increasing level of protection to critical resource areas. Many of these initiatives have been in direct response to CZMA requirements. Table 7 summarizes initiatives coastal states have taken to protect important natural resources.

Thirty-one of the thirty-five eligible states and territories have either adopted new statutes and regulations protecting wetlands or improved implementation of existing laws as part of state coastal zone program planning. Because wetlands are prime floral and faunal habitats, most wetlands statutes provide habitat protection as well. In addition, 21 jurisdictions have special management programs that deal with unique plant and animal species protection.

States have already made considerable progress in providing public access to the coast. Nine jurisdictions now mandate shoreline access as a condition for permits to build new structures in the coastal zone. Seven jurisdictions have open beach laws that provide the public with the right to use all beaches within the state's defined "beach" boundaries (see Table 7).

Protecting critical resources requires proper management of coastal development. Federal and state agencies have for some time been particularly concerned about controlling development in hazardous areas. Twenty jurisdictions control development in erosion-prone shoreline areas, primarily through setback requirements or beach and dune preservation laws (see Table 8). Many states have also sought to achieve better floodplain management by coordinating coastal zone program requirements with those of the National Flood Insurance Program. Four states are using their coastal management programs to expedite compliance with the Federal Insurance Administration's (FIA) minimum requirements, and three are proposing to do so. The zoning and setback requirements of 11 states go beyond the minimum FIA requirements.

Regulation of certain economically important but potentially environmentally damaging activities is also needed in the coastal zone. Exploiting valuable offshore mineral reserves—sand and gravel, and oil and gas—can threaten other coastal resources. Twenty jurisdictions have measures regulating offshore sand and gravel mining and/or oil and gas extraction. Three more are proposing such measures (see Table 8).

Problems with siting of energy facilities in the coastal zone have focused attention on the many land use conflicts whose resolution is delayed in the absence of a coordinated management approach. Coordinated and effective review of proposed energy facilities requires effective state as well as federal siting procedures. Twelve jurisdictions have adopted programs to improve siting procedures (see Table 8). These programs include expedited permit processing, advance industrial site designations, advance purchase programs, and state preemption of local decisions in siting energy facilities in the coastal zone. In addition, amendments to the CZMA have provided funds for states to alleviate the growth impact of new energy facilities. The Coastal Energy Impact Program (CEIP), added to the CZMA by amendments in 1976, gives federal assistance to coastal states and local governments to meet community and environmental needs resulting from coastal energy development. The Outer Continental Shelf Lands Act Amendments of 1978 significantly amended the CEIP. Whereas the original program emphasized loans from a revolving fund, the amendments provided a much larger amount for grants: $200 million a year. In 1979, $27.5 million in grants was allocated for distribution to eligible states.

Preserving the National Heritage

Less tangible than the coastal zone, but nonetheless in special need of protection in an era of rapid change in land use patterns, are lands of unusual historic, scientific, and cultural value to the nation. Defining and identifying such areas is no small feat. However, the need to preserve a variety of natural and manmade environments has been increasingly evident over the past several years. Many "preservationists" are broadening their focus to include not just preservation of historic buildings, but preservation of areas of unique ecological diversity and culturally unique landscapes and villages as well.

Much of the activity in natural area preservation is occurring at the state level. With the assistance of the Nature Conservancy, 20 states and the Tennessee Valley Authority have begun Natural Heritage Programs to preserve ecological diversity. This public/private effort has centered around systematic inventorying of ecological elements for all types of ecosystems and species habitats. In South Carolina, Ohio, and Mississippi, the legislatures have enacted protection tools recommended by the Heritage Program, and many other states are in the process of adopting such tools. Natural area protection tools include registration of natural areas, which gives official recognition to their special value and permits voluntary protection agreements with landowners, and dedication of lands to a nature preserve system through outright gifts of property, purchase of development rights, acquiring conservation easements, and related methods.

Conclusion

Looking back on the decade, it is clear that the nation has faced itself in a new direction. What has changed in an important way is the nation's method of going about its business. Embedded not just in the law, but in the nation's consciousness, is the belief that no new project should be undertaken without first seriously considering its effects on the ecosystem of which we are all a part. Though people may disagree vehemently over how to act on such knowledge, there are few who feel that major actions should be taken without considering this question.

Rachel Carson, in 1962, prefaced *Silent Spring* with the following statement by Albert Schweitzer: "Man has lost the capacity to foresee and to forestall. He will end by destroying the earth." In the early 1960s, for people thinking and writing about environmental problems, there was considerable agreement with this pessimistic view. Since then, much has in fact changed. The commitment to environmental progress has been made and seems to be here to stay. While there is still much to learn, understand, and work out before the nation achieves and maintains a healthful, livable environment that can sustain people for centuries, we have embarked upon that journey.

Table 1
DEFINITION OF POLLUTANT STANDARD INDEX (PSI) VALUES*

PSI value	Air quality level	Pollutant level TSP (24-hour) $\mu g/m^3$	SO₂ (24-hour) $\mu g/m^3$	CO (8-hour) mg/m^3	O_3 (1-hour) $\mu g/m^3$	NO_2 (1-hour $\mu g/m^3$	Health effect	General health effects	Cautionary statements
500	Significant harm	1,000	2,620	57.5	1,200	3,750	...	...	...
400	Emergency	875	2,100	46.0	1,000	3,000	...	Premature death of ill and elderly. Healthy people will experience adverse symptoms that affect their normal activity.	All persons should remain indoors, keeping windows and doors closed. All persons should minimize physical exertion and avoid traffic.
300	Warning	625	1,600	34.0	800	2,260	Hazardous	Premature onset of certain diseases in addition to significant aggravation of symptoms and decreased exercise tolerance in healthy persons.	Elderly and persons with existing diseases should stay indoors and avoid physical exertion. General population should avoid outdoor activity.
200	Alert	375	800	17.0	400(a)	1,130	Very unhealthful	Significant aggravation of symptoms and decreased exercise tolerance in persons with heart or lung disease, with widespread symptoms in the healthy population.	Elderly and persons with existing heart or lung disease should stay indoors and reduce physical activity.
100	NAAQS	260	365	10.0	240	...	Unhealthful (b)	Mild aggravation of symptoms in susceptible persons, with irritation symptoms in the healthy population.	Persons with existing heart or respiratory ailments should reduce physical exertion and outdoor activity.
50	50% of NAAQS	75(c)	80(c)	5.0	120	...	Moderate (b)	...	...
0	...	0	0	0	0	...	Good (b)	...	...

*Source: U.S. Environmental Protection Agency, "Guidelines for Public Reporting of Daily Air Quality—Pollutant Standard Index."

Key:

TSP—Total suspended particles.
SO_2—Sulfur dioxide
CO—Carbon monoxide.
O_3—Ozone or photochemical oxidants.
NO_2—Nitrogen dioxide.
NAAQS—National Ambient Air Quality Standards.
$\mu g/m^3$—microgram per cubic meter.
mg/m^3—milligram per cubic meter.

(a) 400 $\mu g/m^3$ was used instead of the O_3 Alert level of 200 $\mu g/m^3$.
(b) No index values reported at concentration levels below those specified by Alert level criteria.
(c) Annual primary NAAQS.

Table 2
NATIONAL AMBIENT AIR QUALITY STANDARDS*

Pollutant	*Averaging time*	*Primary standard levels*	*Secondary standard levels*
Particulate matter	Annual (geometric mean)	75 $\mu g/m^3$	60 $\mu g/m^3$
	24 hours (a)	260 $\mu g/m^3$	150 $\mu g/m^3$
Sulfur oxides	Annual (arithmetic mean)	80 $\mu g/m^3$(0.03 ppm)	...
	24 hour (a)	265 $\mu g/m^3$ (0.14 ppm)	...
	3 hour (a)	...	1,300 $\mu g/m^3$ (0.5 ppm)
Carbon monoxide	8 hour (a)	10 mg/m^3 (9 ppm)	10 mg/m^3 (9 ppm)
	1 hour (a)	40 mg/m^3 (35 ppm)	40 mg/m^3 (35 ppm)
Nitrogen dioxide	Annual (arithmetic mean)	100 $\mu g/m^3$ (0.05 ppm)	100 $\mu g/m^3$ (0.05 ppm)
Ozone	1 hour (a)	235 $\mu g/m^3$ (0.12 ppm)	235 $\mu g/m^3$ (0.12 ppm)
Hydrocarbons (nonmethane) (b)	3 hour (6 to 9 a.m.)	160 $\mu g/m^3$ (0.24 ppm)	160 $\mu g/m^3$ (0.24 ppm)

**Source:* U.S. Environmental Protection Agency.

Key:

$\mu g/m^3$—microgram per cubic meter
ppm—parts per million
mg/m^3—milligram per cubic meter

(a) Not to be exceeded more than once per year.

(b) A nonhealth-related standard used as a guide for ozone control.

Table 3
THRESHOLDS FOR NATIONAL WATER QUALITY*

Indicator	*Threshold level*
Fecal Coliform Bacteria (FC)	200 cells/100 $m\ell$ (a)
Dissolved Oxygen (DO)	5 mg/ℓ (b)
Total Phosphorus (TP)	0.1 mg/ℓ (c)
Total Mercury (Hg)	2 $\mu g/\ell$ (d)
Total Lead (Pb)	50 $\mu g/\ell$ (d)
Biochemical Oxygen Demand (BOD_5)	5 mg/ℓ (e)

**Source:* Council on Environmental Quality, 1979 annual report. These are the thresholds used in the CEQ analysis of national water quality.

Key:

ℓ—liter.
$m\ell$—milliliter.
mg—milligram.
μg—microgram.

(a) Criteria level for "bathing waters" from EPA "Redbook."

(b) Criteria level for "good fish populations" from EPA "Redbook."

(c) Value discussed for "prevention of plant nuisances in streams or other flowing waters not discharging directly to lakes or impoundments" in EPA "Redbook."

(d) Criteria level for "domestic water supply (health)" from EPA "Redbook." Criteria level for preservation of aquatic life is much lower.

(e) Value chosen by CEQ.

Table 4
STATUS OF STATE DRINKING WATER PROGRAMS*

Table 5
ENVIRONMENTAL IMPACT STATEMENT REQUIREMENTS: JUNE 1979*

State or jurisdiction	States with primacy as of January 1980	Expected to get primacy during fiscal 1980	Expected to get primacy after fiscal 1980	Comprehensive statutory requirements	Comprehensive executive or administrative orders	Special or limited EIS requirements
Alabama	★	...	...	...	...	...
Alaska	★	...	...	...	...	...
Arizona	★	...	...	...	...	★
Arkansas	★	...	...	...	...	...
California	★	...	...	★	...	...
Colorado	★	...	...	...	...	...
Connecticut	★	...	...	★	...	...
Delaware	★	...	...	...	...	★
Florida	★	...	...	...	...	...
Georgia	★	...	...	...	...	★
Hawaii	★	...	...	★	...	...
Idaho	★	...	...	...	...	...
Illinois	★	...	...	...	...	...
Indiana	...	...	★	★	...	...
Iowa	★	...	...	...	...	...
Kansas	★	...	...	...	...	...
Kentucky	★	...	...	...	...	★
Louisiana	★	...	...	...	...	...
Maine	★	...	...	...	...	...
Maryland	★	...	...	★	...	...
Massachusetts	★	...	...	★	...	...
Michigan	★	...	...	...	★	...
Minnesota	★	...	...	★	...	...
Mississippi	★	...	...	...	...	★
Missouri	★	...	...	...	...	...
Montana	★	...	...	★	...	...
Nebraska	★	...	...	...	...	★
Nevada	★	...	...	...	...	★
New Hampshire	★	...	...	...	...	...
New Jersey	★	...	...	...	★	★
New Mexico	★	...	...	...	...	...
New York	★	...	...	★	...	...
North Carolina	...	★	...	★	...	...
North Dakota	★	...	...	...	...	...
Ohio	★	...	...	...	...	...
Oklahoma	★	...	...	...	...	...
Oregon	...	...	★	...	...	...
Pennsylvania	...	...	★	...	...	...
Rhode Island	★	...	...	...	...	★
South Carolina	★	...	...	...	...	...
South Dakota	...	...	★	★	...	...
Tennessee	★	...	...	...	...	...
Texas	★	...	...	...	★	...
Utah	...	★	...	...	★	...
Vermont	...	★	...	...	...	...
Virginia	★	...	...	★	...	...
Washington	★	...	...	★	...	...
West Virginia	★	...	...	...	...	...
Wisconsin	★	...	...	★	...	...
Wyoming	...	...	★	...	...	...
Dist. of Col.	...	...	★	...	...	...
American Samoa	...	★	...	...	...	...
Guam	★	...	...	...	...	...
Northern Mariana Is.	...	★	...	...	...	...
Puerto Rico	...	★	...	★	...	...
TTPI	★	...	...	...	...	...
Virgin Islands	...	★	...	...	...	...

**Source:* U.S. Environmental Protection Agency, Office of Drinking Water.

**Source:* Council on Environmental Quality, 1979 annual report.

Table 6
SUMMARY OF STATE LAWS PROTECTING KEY CRITICAL NATURAL RESOURCES*

State	Coastal state as defined by the Coastal Zone Management Act of 1972	Tidal wetlands	Nontidal wetlands	Floodplains	Coastal areas (including Great Lakes)	Endangered species
Alabama	★	P(a)	...	...	P	...
Alaska	★	P(b)	...	...	CMP	...
Arizona	...	...	...	P(c)	...	...
Arkansas	...	...	...	P(c)	...	...
California	★	CMP	...	P(c)	CMP	P
Colorado	...	...	...	P	...	P
Connecticut	★	P(c)	P(c)	P(c)	P	P
Delaware	★	P(d)	...	...	P(e)	P
Florida	★	P(f)	...	...	P(g)	P
Georgia	★	P	...	...	P	P
Hawaii	★	P(h)	...	P(i)	CMP	P
Idaho	...	...	...	...	...	...
Illinois	★	...	...	P	...	P
Indiana	★	...	...	P	P(j)	P
Iowa	...	...	...	P(c)	...	P
Kansas	...	...	...	P(c)	...	P
Kentucky	...	...	...	P	...	P
Louisiana	★	...	...	...	P	...
Maine	★	P	P	P	CMP	P
Maryland	★	P	P	P	CMP	P
Massachusetts	★	P	P	P	CMP	...
Michigan	★	...	...	P	CMP	P
Minnesota	★	...	P(k)	P(c)	P(c)	P
Mississippi	★	...	...	...	...	...
Missouri	...	...	...	...	...	P
Montana	...	...	...	...	...	P
Nebraska	...	...	...	P(c)	...	P
Nevada	...	...	...	...	...	P
New Hampshire	★	P	P	...	...	...
New Jersey	★	P	...	P(c)	CMP	P
New Mexico	...	...	...	...	...	P
New York	★	P	P(c)	P	P	P
North Carolina	★	P	...	P	CMP	...
North Dakota	...	...	...	...	...	...
Ohio	★	...	...	...	P(l)	P
Oklahoma	...	...	...	...	...	P
Oregon	★	CMP	...	...	CMP	P
Pennsylvania	★	...	...	P	...	P
Rhode Island	★	P	P	...	CMP	P
South Carolina	★	P(m)	...	...	P	P
South Dakota	...	...	...	...	...	P
Tennessee	...	...	...	...	...	P
Texas	★	P(n)	...	...	P(o)	P
Utah	...	...	...	...	...	...
Vermont	...	P(p)	P(p)	P(c)	...	P
Virginia	★	P(c)	...	...	...	P
Washington	★	CMP	CMP	★(c)	CMP	P
West Virginia	...	...	...	...	...	...
Wisconsin	★	CMP	CMP	P(c)	CMP	P
Wyoming	...	...	...	...	...	...

---

*Sources: Environmental Law Institute, *National Wetlands Newsletter*, vol. 1, no. 3, February 1979; Jon Kusler, *Strengthening State Wetlands Regulations*, prepared for Department of the Interior, Fish and Wildlife Service, November 1978; U.S. Corps of Engineers, Construction Engineering Research Laboratory, Computer-Aided Environmental Legislative Data System (Accessed April-May 1979). Compiled by Council on Environmental Quality for its 1979 annual report. Critical natural resources are those of ecological, environmental, or cultural significance. This table reviews state regulatory activities applicable to only several key resources but is generally indicative of state's initiatives to protect critical resources overall. For agricultural lands, see State Programs for Preservation of Farmlands, By Type of Program, page 533.

P—Permits required for activities affecting the resource (footnotes indicate conditions or limitations on permit requirements).

CMP—Regulated under a federally approved coastal management plan.

(a) Activities on coastal wetlands require permits under the state's coastal regulation.

(b) Applies to state-owned wetlands and intertidal zones only.

(c) State law authorized local units to adopt regulations pursuant to state standards. In the absence of local control the state regulates.

(d) State's coastal act requires permits for industrial development in wetlands.

(e) State coastal act prohibits the siting of new heavy industry, permits required for the siting of light industry.

(f) Dredge, fill, and construction activities in certain tidal areas regulated.

(g) Activities seaward of established coastal setback lines regulated.

(h) State land use act requires permits for activities on wetlands.

(i) State land use act requires permits for activities on floodplains.

(j) Permits required for activities on lakes and their shorelands.

(k) Permits required under shorelands zoning regulation.

(l) A beach protection regulation applies to Lake Erie.

(m) Permits required for activities in wetlands within defined critical coastal areas.

(n) Permits required for activities affecting public wetlands.

(o) Regulation applies only to public coastal lands.

(p) Vermont site plan review act established standards and requires approval for most resource-disturbing activities.

Table 7
COASTAL ZONE MANAGEMENT IN THE STATES*

		Summary of state protection of historic & cultural resources under CZMA				*Summary of state protection of significant natural resources under CZMA*					
State or other jurisdiction(a)	*Actual or estimated federal approval date by fiscal year (b)*	*Required dedication of access*	*Open beach laws or court action*	*Protection/ restoration of historic & cultural resources*	*Protection of scenic areas/provision of visual access*	*Wetlands*	*Floral & faunal habitats*	*Beaches & dunes*	*Barrier islands*	*Reefs*	*Offshore oil & gas: sand & gravel*
Alabama	1979	●	...	●	●	★	●	●	...	...	...
Alaska	1979	★	...	★	...	★	★	...	★	...	★
California	1978	★	...	★	★	★	★	★	...	...	★
Connecticut	1980	...	...	★	...	★	...	...	...	...	...
Delaware	1979	...	★	...	...	★	★	★	...	...	...
Florida	1981	...	...	...	...	★	★	★	...	★	...
Georgia	date uncertain	...	...	★	●	★	★	★	...	...	★
Hawaii	1978	★	★	★	★	...	★	★	...	★	★
Illinois	date uncertain	...	...	★	★	★	...	★	...	★	★
Indiana	1981	...	...	...	...	★	...	...	...	...	★
Louisiana	1980	...	...	★	...	★	...	●	●	...	●
Maine	1978	...	...	...	★	★	★	...	★	...	★
Maryland	1978	★	...	★	...	★	★	★	...	...	...
Massachusetts	1978	...	...	★	★	★	★	★	...	...	★
Michigan	1978	...	...	★	★	★	★	★	...	★	★
Minnesota	date uncertain	...	...	...	...	★	...	...	...	★	★
Mississippi	1980	...	...	...	...	★	...	★	★	...	...
New Hampshire	1980	●	...	...	●	...	●	●	●	...	●
New Jersey	1978(c)	★	...	...	★	★	★	●	...	...	★
New York	1981	...	...	●	★	★	★	...	...	...	★
North Carolina	1978	...	...	★	...	★	★	★	★	...	...
Ohio	1981	...	...	...	...	★	●	●	...	★	★
Oregon	1977	...	★	★	★	★	★	★	...	★	★
Pennsylvania	1980	●	...	●	...	★	●	...	...	...	★
Rhode Island	1978	...	★	★	...	★	★	★	★	...	★
South Carolina	1979	★	...	★	...	★	★	★	★	...	★
Texas	1980	...	★	...	...	★	...	★	...	...	●
Virginia	date uncertain	...	...	...	...	★	...	★	...	...	...
Washington	1976	...	...	★	★	★	★	★	...	★	★
Wisconsin	1978	★	...	...	★	★	★	★	...	★	★
American Samoa	1980	...	...	...	...	...	...	...	...	...	...
Guam	1979	...	★	★	...	★	★	★	...	★	★
Northern Mariana	1980	...	...	...	...	...	...	...	...	...	...
Puerto Rico	1978	★	...	★	...	★	★	★	...	●	...
Virgin Islands	1979	★	★	★	★	★	★	★	★	★	...

**Source:* National Oceanic and Atmospheric Administration, Office of Coastal Zone Management, *The First Five Years of Coastal Zone Management* (Washington, D.C.: U.S. Department of Commerce, 1979), Tables II and V, pages 20 and 39.

● Proposed law or program to be part of Coastal Management Program.

★ Pre-existing law or program incorporated into CMP or new or expanded law or program directly attributable to CZM participation.

(a) These are the states as defined in the Coastal Zone Management Act.

(b) Ending September 30 of year specified. Data is from Office of Coastal Zone Management as of July 1979.

(c) Portion of program related to bay and ocean shores. Remainder of program due for approval in 1980.

Table 8
STATE LAWS AFFECTING MANAGEMENT OF COASTAL DEVELOPMENT, BY TYPE OF ACTIVITY OR AREA AFFECTED*

State or other jurisdiction	*Erosion-prone areas*	*Floodplains*	*Subsidence and/or saltwater intrusion*	*Energy facility siting*	*Priority to water dept. uses*	*Locating dredge disposal sites*	*Offshore oil and gas; sand and gravel extraction*
Alabama	●	●	★	...	★	...	...
Alaska	★	★	★	★	★	...	★
California	★	...	★	★	★	...	★
Connecticut	...	...	...	...	●	★	...
Delaware	★	...	...	...	★	...	...
Florida	★	...	...	★	...	...	...
Georgia	★	...	★	...	★	...	★
Hawaii	★	★	★	...	★	...	★
Illinois	...	★	...	...	...	★	★
Indiana	...	★	...	...	...	★	★
Louisiana	●	●	●	★	...	●	●
Maine	★	★	...	...	★	...	★
Maryland	★	★	...	★	★	...	...
Massachusetts	★	★	...	★	★	★	★
Michigan	★	★	...	...	★	...	★
Minnesota	...	★	...	...	...	★	★
Mississippi	...	...	...	...	●	●	...
New Hampshire	...	★	●	...	●	...	●
New Jersey	★	...	...	★	...	...	★
New York	●	●	...	★	●	★	★
North Carolina	★	★	★	●	★	●	...
Ohio	●	●	...	★	...	★	★
Oregon	★	★	...	...	★	●	★
Pennsylvania	★	★	...	●	...	...	★
Rhode Island	★	★	...	...	...	★	★
South Carolina	★	...	...	...	★	...	★
Texas	...	★	★	...	...	●	●
Virginia	...	...	...	...	...	...	...
Washington	★	★	...	★	★	★	★
Wisconsin	★	★	...	★	★	★	★
American Samoa	...	...	...	...	...	...	...
Guam	...	★	...	...	...	...	...
Northern Mariana Is.	...	...	...	...	...	...	...
Puerto Rico	★	★	...	...	★	...	...
Virgin Islands	★	★	★	★	★	...	...

**Source:* National Oceanic and Atmospheric Administration, Office of Coastal Zone Management, *The First Five Years of Coastal Zone Management* (Washington, D.C.: U.S. Dept. of Commerce, 1979), Table IV, p. 31.

● Proposed law or program to be part of Coastal Management Program.

★ Pre-existing law or program incorporated into Coastal Management Program or new or expanded law or program directly attributable to Coastal Zone Management participation.

STATE PARKS AND OUTDOOR RECREATION

By Ney C. Landrum*

IN ITS FINAL REPORT to the president and Congress in 1962, the ad hoc Outdoor Recreation Resources Review Commission concluded that in the combined nationwide effort necessary to meet the increasing public outdoor recreation demand, the states should play the "pivotal role." It was a responsibility which the states assumed, and great emphasis has been placed in recent years on expanding, diversifying, and enhancing the quality of services in the nation's state park system.

Today, with some 3,600 units in their combined inventories, state park systems have emerged as a dominant factor in the national outdoor recreation supply picture. Although containing less than one fifth as much acreage as the more highly publicized national park system, state parks will host well over twice as many visitors in a typical year. With their large numbers and wide distribution throughout the country, state parks are easily accessible to virtually every American. Just as important in their popularity is the great variety of recreational opportunities they offer—from marbles to mountain climbing and from kayaking to kite flying. There is literally something for everyone in the state parks.

Changing Trends in State Park Use

Despite their growing recognition and use by the public, however, state parks have felt the severe impact of uncertain gasoline supplies and rapidly rising costs over the past biennium. The result has been an overall leveling in attendance and even occasional declines. This effect has been most noticeable in overnight visitation, which usually involves greater distances traveled. Ten years ago, more than one out of 10 park visitors stayed overnight; last year, the figure dropped to fewer than one out of 12.

It is clear that certain adjustments in normal park visitation patterns are taking place. Not only is camping down in total numbers, but far more tents and fewer motor homes are showing up in the campgrounds—an obvious concession to the new miles-per-gallon consciousness of American drivers. Moreover, while total park attendance has declined only slightly since 1977, a major redistribution of that attendance is apparent. Parks near population centers are experiencing even greater use as the more remote parks are dropping in popularity. "Close to home" is becoming the familiar watchword in planning vacations and holidays.

Capital Outlay Progress

Whatever problems the public may face, outdoor recreation of the types best provided by state parks will not depart the American scene. On the contrary, after initial adjustments, the participation trend is almost certain to continue upward for a long time. To be prepared for this increasing volume of use, state park systems must seek to expand at a similar pace.

---

*Mr. Landrum is Director, Division of Recreation and Parks, Florida Department of Natural Resources, and Immediate Past President, National Association of State Park Directors.

Capital outlay programs for both land acquisition and development of new facilities continue to be well supported in most states. Available figures for the most recent year of record (1978) show some 58,000 acres of new parklands purchased at a cost of almost $130 million. In addition, about 1.5 million acres were acquired through means other than purchase, but this is atypical in view of the fact that 1.4 million acres of this impressive total were transferred to Alaska from public domain lands. Other leading land-acquiring states for the year were California (20,322 acres), Florida (15,346 acres), Tennessee (6,800 acres), and Minnesota (4,968 acres).

There is no accurate inventory of recreational facilities presently available in all state parks. For this reason, park development progress is usually measured in terms of funds expended for this purpose. In 1978, approximately $150 million in new construction was initiated nationwide. Some of the leaders in this category were Louisiana ($11.6 million), New Jersey ($10.1 million), Pennsylvania ($7.2 million), California ($6.7 million), Maryland ($6.6 million), and Minnesota ($6.6 million). In view of rapidly escalating costs for construction, this level of funding is not sufficient to maintain a steady momentum in park development programs. Between 1970 and 1978, for instance, the level of funding increased by only 20 percent, not nearly enough to keep pace with inflation over this eight-year period.

Diversity of Programs

In addition to physical expansion, state park systems have sought to keep up with contemporary outdoor recreation demands in a number of other ways. If there is one thing that characterizes state parks more than any other, it is diversity—diversity not only of natural scenery, but of operating philosophy, administrative structure, techniques of development, visitor programs, and practically everything else. In fact, about the only constant remaining is the use of the generic term "state park," and even that is losing much of its traditional connotation as more complex and sophisticated classification systems and nomenclatures come into being. Of almost 3,600 units reported in a recent survey, for instance, only 40 percent were actually classified as "state parks." Other frequently used categories were "state recreation areas," "state natural areas," and "state historic sites." While such disparate nomenclatures complicate efforts to inventory and compare park systems on a state-by-state basis, they are in almost every case indicative of refinements in park classification and management technique.

Diversity among state park systems is nowhere more apparent than in the increasingly important area of visitor programs. Traditional offerings in this area were pretty much confined to interpretation of natural and cultural history. In recent years, however, visitor programs have proliferated. Living history demonstrations and outdoor drama productions, interpretive walks, guided tours, instruction in outdoor skills and in arts and crafts—all are means of involving the park visitor and making his or her experience at the park more meaningful and memorable. Each park has certain attributes which suggest the direction its programs should take. In some cases, states have devoted whole parks to a particular theme program: Kentucky has a "horse park," New York has an "art park," Michigan has a "dune buggy park," Colorado has a "rock climbers' park," and so on. Other states conduct special program days—"state park day," "arts and crafts day," "nature photography day," etc.—in a variety of suitably located parks. The result is always heightened enjoyment and appreciation of state parks by visitors.

Influence of Federal Programs

The federal government played a major role, through the Civilian Conservation Corps program in the 1930s and 1940s, in stimulating the development of state park systems, and the federal influence is still strongly felt today. Existing and proposed programs such as the Land and Water Conservation Fund, surplus property disposal, Comprehensive Employment and Training Act (CETA), Young Adult Conservation Corps (YACC), and the evolving National Heritage Policy Act affect the direction a state park system might take. For this reason, states have maintained a close liaison with the federal government, particularly with the National Park Service and the Heritage Conservation and Recreation Service, in order to stay abreast of developments on the federal scene and take advantage of guidance and assistance from that source. The partnership has worked well, but indicated cutbacks by Congress, especially in the Land and Water Conservation Fund and CETA programs, could have severe and immediate repercussions for many state park systems.

Funding

Funding is always a major concern for state park systems, particularly because of the tendency by some legislatures to relegate parks and recreation to a low-priority status. This concern has been magnified in recent years because of rampant inflation. Most states rely on a mixture of sources to fund both their fixed capital outlay and their operation and maintenance programs in state parks, with the majority still highly dependent on general revenue appropriations, which are characteristically subject to numerous uncertainties. In 1978, for instance, 60 percent of the states funded more than one half of their operating budgets for parks from general revenue, with many states wholly dependent on this source of funding. Federal funding assistance is still important, primarily for fixed capital outlay purposes, such as acquisition of land and construction of facilities.

There is a growing tendency around the country to place more emphasis on self-generated revenues. Legislatures have for years been advocating a higher degree of financial self-sufficiency for their state park systems, which in some cases are already generating more than one half of their operating budgets. As a result, existing user fees (primarily those for general admission and camping) are creeping upward and new fees are being extended to areas and services previously free to the public. Despite facing what might well be an economic imperative, most state park agencies cling to the philosophy that their parks must not be priced out of reach of any segment of the public and, therefore, should be subsidized to the extent necessary to keep them open and available to all.

Training, Professionalism, and Administrative Stability

As the technical demands of operating and maintaining a modern state park system have continued to expand in both volume and complexity, responsible agencies have attempted to meet this challenge by raising the level of professionalism among their personnel. Better pay and an improved professional image have made state park work more attractive to young men and women, permitting the establishment of higher employment standards. In addition, internal training programs—almost unheard of 10 years ago—have flourished, augmenting those training opportunities available from professional societies, universities, and the National Park Service. As a result of these favorable circumstances, state park personnel have tended to stay on longer and develop greater proficiency in their various specialties. The dividend is improved park management and higher-quality programs. In addition, greater stability among top leadership positions and a growing appreciation for the importance of appropriate training and experience have drawn more career professionals into the upper echelons of state park work.

A factor which appears to have had a significant bearing on the stability and, presumably, the quality of state park administration is the continuing evolution in organizational structure. Over the years, the trend has been first in the direction of independent state park agencies, and more recently toward combining this function with others of a generally compatible nature into a larger department of state government. As recently as 1970, there remained only 15 states with independent park agencies, and by 1979 this had decreased to eight. This organizational change tends to provide a better buffer between the professional and political ends of the operation and allows more spontaneous and uninhibited working relationships to develop internally within the agency. The result has been improved park management.

The Role of NASPD

By bringing the heads of the nation's state park systems closer together, the National Association of State Park Directors (NASPD) attempts to promote professionalism, provide opportunity for idea and information exchange, stimulate independent study and research, and generally upgrade the quality of state parks leadership and administration. By most measurements, it has served these purposes well over its 17-year life.

Every state now seems firmly committed to providing and maintaining a high-quality state park system for its citizens. As a result, the states have assumed and admirably discharged their "pivotal role" in the provision of recreational opportunities for the American public.

STATE PARK ATTENDANCE, AREAS, AND ACREAGES: 1979*

State	Administrative agency	Total attendance(a)	Total areas	Total acres
Alabama	Dept. of Conservation & Natural Resources, Div. of State Parks	6,400,000(b)	23	48,027
Alaska	Dept. of Natural Resources, Div. of Parks	3,279,000	69	2,941,243
Arizona	State Parks Board	2,462,955	17	26,314
Arkansas	Dept. of Parks & Tourism, State Parks Div.	6,991,930	43	422,178
California	Dept. of Parks & Recreation	56,357,292	229	961,748
Colorado	Dept. of Natural Resources, Div. of Parks & Outdoor Recreation	5,876,491	32	174,112
Connecticut	Dept. of Environmental Protection, Parks & Recreation Unit	7,530,491	88	30,316
Delaware	Dept. of Natural Resources & Environmental Control, Div. of Parks & Recreation	2,274,158	10	8,730
Florida	Dept. of Natural Resources, Div. of Recreation & Parks	12,946,809	124	286,169
Georgia	Dept. of Natural Resources, Div. of Parks, Recreation & Historic Sites	14,067,331	42	51,720
Hawaii	Dept. of Land & Natural Res., Div. of State Parks, Outdoor Rec. & Historic Sites	551,602	41	19,277
Idaho	Dept. of Parks & Recreation	2,233,271	25	41,125
Illinois	Dept. of Conservation, Bureau of Lands & Historic Sites	32,616,640	181	309,775
Indiana	Dept. of Natural Resources, Div. of State Parks	7,960,100	19	54,126
Iowa	State Conservation Commission, Park Section	14,000,000(c)	90	51,000
Kansas	Park & Resources Authority	4,854,220(c)	20	28,806
Kentucky	Dept. of Parks	32,061,000(c)	45	42,386
Louisiana	Dept. of Culture, Recreation & Tourism, Office of State Parks	4,327,373	46	29,658
Maine	Dept. of Conservation, Bureau of Parks & Recreation	2,175,962(c)	106	65,079
Maryland	Dept. of Natural Resources, Forest/Park Service	5,064,012	49	83,755
Massachusetts	Dept. of Environmental Management, Div. of Forests & Parks	9,190,048	138	236,520
Michigan	Dept. of Natural Resources, Parks Div.	23,656,190	94	225,720
Minnesota	Dept. of Natural Resources, Div. of Parks & Recreation	6,481,416	66	219,063
Mississippi	Commission on Natural Resources, Bureau of Recreation & Parks	3,957,992	27	19,577
Missouri	Dept. of Natural Resources, Div. of Parks & Historic Preservation	9,960,282	60	94,995
Montana	Dept. of Fish, Wildlife & Parks, State Parks Div.	8,165,000	236	98,000
Nebraska	Game & Parks Commission	7,000,000	88	124,354
Nevada	Dept. of Conservation & Natural Resources, Div. of State Parks	3,332,322	19	147,418
New Hampshire	Dept. of Resources & Economic Development, Div. of Parks & Recreation	4,000,000	48	70,676
New Jersey	Dept. of Environmental Protection, Div. of Parks & Forestry	4,900,000	37	258,743
New Mexico	Dept. of Natural Resources, State Park & Recreation Div.	3,603,557	35	71,391
New York	Office of Parks & Recreation	46,890,000(d)	164	253,061
North Carolina	Dept. of Natural Resources & Community Development, Div. of Parks & Recreation	4,818,109(c)	38	115,733
North Dakota	Parks & Recreation Dept.	1,187,000(c)	21	16,652
Ohio	Dept. of Natural Resources, Div. of Parks & Recreation	39,551,400	16	184,035
Oklahoma	Tourism & Recreation Dept., Div. of State Parks	17,951,314	76	90,290
Oregon	Dept. of Transportation, State Parks & Recreation Div.	33,911,539	234	91,000
Pennsylvania	Dept. of Environmental Resources, Bureau of State Parks	36,896,694(c)	120	296,119
Rhode Island	Dept. of Environmental Management, Div. of Parks & Recreation	7,500,000	88	10,000
South Carolina	Dept. of Parks Recreation & Tourism, Div. of State Parks	11,389,872	52	65,791
South Dakota	Dept. of Game, Fish & Parks, Div. of Parks & Recreation	3,875,628(c)	61	17,106
Tennessee	Dept. of Conservation, Div. of Parks & Recreation	15,513,209	96	138,663
Texas	Dept. of Parks & Wildlife, Parks Div.	13,401,127	104	132,179
Utah	Dept. of Natural Resources, Div. of Parks & Recreation	7,014,776	44	61,201
Vermont	Dept. of Forests, Parks & Recreation, Div. of Parks & Recreation	904,007(c)	45	31,824
Virginia	Dept. of Conservation & Economic Development, Div. of Parks	1,416,200	23	53,770
Washington	State Parks & Recreation Commission	38,744,108	175	85,861
West Virginia	Dept. of Natural Resources, Div. of Parks & Recreation	7,912,000(c)	50	148,542
Wisconsin	Dept. of Natural Resources, Bureau of State Parks & Recreation	12,161,542	69	528,135
Wyoming	Recreation Commission	879,273(e)	9	131,213

**Source:* Division of Recreation and Parks, Florida Department of Natural Resources.

(a) For year ending 6/30/79 unless otherwise noted.

(b) October 1977-September 1978.

(c) Calendar 1978.

(d) May 1978-April 1979.

(e) Summer 1977.

STATE AGRICULTURE

By Edward H. Glade, Jr., and Keith J. Collins*

THE ADVENT OF THE 1980s marks a suitable time to inventory the wide variety of activities and concerns facing state agriculture departments in the coming decade. Many of these concerns, which are attracting national attention, emanate from unsettled events of the 1970s—rapidly rising food prices, environmental and health effects of pesticides, foreign grain purchases, and the declining number of small family farms. States will not only continue to face such specific controversial issues as these, but will also have ever-increasing involvement with more general emerging issues for which a broad national perspective is required.

Emerging Issues

A fundamental concern of state agriculture departments is the transportation of farm production inputs and outputs. The U.S. Department of Transportation, responding to public disaffection with regulation and the apparent successful deregulation of some industries, recently suggested deregulation of railroads over a five-year period. This would permit rail line abandonment after a 240-day public notice. In addition, the Interstate Commerce Commission would no longer allocate rail cars to commodity shippers. Increased shipping costs, abandoned lines, and unavailable rail cars at peak demand would confront some states as a result of these actions.

Restricted fuel supplies in the 1970s also concerned state government, particularly with fuel allocations for transportation services. The effects of more costly and slowed shipments of agricultural products range from product deterioration and small farm bankruptcies to statewide declines in income and employment.

An issue of enormous agricultural importance is government water policy. State water problems include inadequate surface water supplies, declining groundwater levels, pollution, the 160-acre farm size requirement for federal water services, and increased water demand for energy development. Many states are reaching critical stages. Groundwater supplies face saltwater contamination in Florida and some northeastern areas. The Oglalalla Aquifer, beneath six high plains states, is being steadily depleted. With irrigated agriculture accounting for 80 percent of national water consumption (net water used and not replenished at the source), the solutions to these water problems will determine the long-range direction of future agricultural development.

States have taken a strong position on water policy, emphasizing state and local rather than federal control in identifying problems and arriving at solutions. Recent federal policy emphasizes conservation, a shift of water storage and distribution costs to direct beneficiaries, more stringent water project construction criteria, and increased state contributions to construction projects. Although federal-state responsibilities are uncertain, it is clear that states are the focal point in water management. States have begun to analyze such issues as water allocation between agriculture and water-intensive energy alternatives such as oil shale and coal gasification, the extent to which efficient irrigation practices will be pressed, and control of pollution from agricultural land runoff.

---

*The authors are economists in the National Economics Division of the Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

Rising farm production costs, unstable farm product prices, and increased capital needs continue to require state and federal efforts to deal with the many small farms encountering high debt-to-income ratios and consequent credit and cash flow problems. These problems have led to farm consolidations and have discourged new entrants into farming. Fluctuating costs of production affect farm size, structure, and opportunities. States are deeply concerned with these changes and often intervene to promote balanced growth of state agriculture.

Energy Needs

The nation's 2.7 million farms consume about 6.3 billion gallons of gasoline and diesel fuel, 139 billion cubic feet of natural gas, and 32.3 billion kilowatt hours of electricity in a typical year. While varying considerably by state, only about 3 percent of all energy used in the country is required to keep farms in operation. However, this vital resource is becoming increasingly scarce and expensive, with the cost of energy more than tripling in the last 10 years.

During 1979, farmers were very concerned about the availability of adequate supplies of fuel required to plant and harvest their crops. However, under the national energy allocation plan administered by the Department of Energy (DOE), all producers and processors of agricultural products were assured 100 percent of their energy requirements during these critical periods. Working through their respective fuel suppliers and state and country agricultural stabilization and conservation offices, farmers were able to communicate fuel needs to state energy offices and to the 10 DOE regional offices. State governments played a vital part in coordinating these efforts.

Moreover, as world food and fiber demand increases, more energy will be required at an ever-increasing cost to producers. Therefore, it is important to encourage conservation of energy at all levels of agriculture, and to develop alternative sources of power. Research conducted by state agricultural experiment stations and the U.S. Department of Agriculture (USDA) has shown that significant energy savings are possible through practices such as reduced tillage and limited seedbed preparation, careful and proper use of fertilizers, and frequent maintenance and adjustment of equipment.

The development of solar energy systems and the use of crops and crop residues for producing Gasohol (a blend of 90 percent gasoline and 10 percent ethanol) are two promising alternative sources of energy for agriculture.

Solar research is being carried out under several federally funded programs; there is also independent research by various state agricultural experiment stations, universities, and private firms. Emphasis is on applications where solar heat can be substituted directly for heat generated from the combustion of fossil fuels without intermediate conversion to electrical or mechanical power. There are four major application areas: (1) drying of grain and other crops, (2) heating of livestock shelters, (3) heating and cooling greenhouses and rural residences, and (4) food processing uses such as dehydration and water heating. In addition, the development of solar energy systems for pumping irrigation water is under way in several states, including Arizona, California, and New Mexico. This application involves converting solar energy into electrical or mechanical power. In California, for example, since two thirds of all electricity used in agriculture goes into irrigation, this application has great potential.

States and the federal government are offering grants and loan guarantees to encourage further experimentation and development of Gasohol as a source of fuel. While Gasohol is currently not competitive with gasoline, the gap has narrowed sharply during the last year. Service stations in many states, especially the midwest, are already selling Gasohol—over 230 stations in Iowa alone. More recently, the four-cent-a-gallon federal tax on this mixture has been removed, and the president has announced $11 million financing for 100 small-scale alcohol plants. These funds will be made available to farmers and farm cooperatives from the Economic Development Administration and the Community Services Administration, with essential cooperation from the states.

International Trade

After rapid expansion throughout the 1970s, agricultural exports totaled $27.3 billion by 1978, or 25 percent of farm cash receipts. In addition to their effects on income and employment, exports provide an important source of foreign exchange to offset energy imports. Although the effects of trade vary from state to state, it is clear that to maintain farm incomes and prices, farmers in every state need foreign markets and, most important, foreign markets need U.S. farmers.

The primary growth in foreign markets for U.S. commodities in the coming decade will be in the USSR, China, and many developing countries. In these countries, government functions as a monopoly importer. U.S. exporters, however, are organized along free trade lines. The result is often lack of information on an importer's domestic situation and trade objectives. An issue for the 1980s is whether or not a trading advantage accrues to the foreign monopolistic markets and, if so, what alternative export programs the United States should pursue.

States have already taken significant measures to develop export markets, and many now have full-time international marketing specialists. These specialists advise exporters on foreign trade opportunities and often are directly involved in overseas market development. Thirty-seven states have formed regional groups to promote exports. The groups include the Mid-America International Agri-Trade Council, the Atlantic International Marketing Association, the Eastern U.S. Agricultural and Food Export Council, and the Southern U.S. Trade Association. USDA assists all these endeavors by supplying information on foreign trade opportunities.

Foreign Ownership

The monitoring of foreign land ownership and control of foreign investment in U.S. real estate are issues receiving careful attention by the states. Heightened concern about foreign investment started in 1972 when west European and Japanese investors turned to U.S. land as a safe means of diversifying their investment holdings. Concern increased in 1974 as oil-exporting countries started to use their vast amounts of new money for investment in other countries.

Congress, sharing this concern, passed the Foreign Investment Study Act of 1974 (P.L. 93-479) which called for the identification and analysis of foreign direct investment in the United States. This was followed by the Agricultural Foreign Disclosure Act of 1978 (P.L. 95-460) requiring foreigners to report current holdings of agricultural land to the secretary of agriculture within six months and any new purchases within 90 days, with steep fines for noncompliance. In addition, the secretary of agriculture is required to report these holdings to the states. While current estimates are that less than 1 percent of U.S. farmland is owned or controlled by foreign interests, distribution is not even among states, and not all land is of equal economic significance. Thus, foreign ownership of land, although a small proportion nationally, is of greater significance in certain states and regions.

Most foreign purchases have occurred in Texas and the southern states. Georgia, Louisiana, and Mississippi have experienced a considerable increase in nonresident alien ownership. Most states have placed some form of restriction on foreign ownership of land, ranging from outright ban on ownership of agricultural land by nonresident aliens in Minnesota, to only minor restrictions in Maryland, New Jersey, and Virginia. In Iowa and Wisconsin, alien landholdings are restricted to 640 acres, to five acres in Missouri, and to 5,000 acres in Pennsylvania.

Future acquisition of U.S. farmlands by foreign corporations and individuals will be closely watched by both state governments and USDA as to the extent of purchases and effects on land prices, the family farm, and local communities.

State-USDA Programs

The long tradition of cooperation between the states and USDA continues in the areas of agricultural production and processing and the conservation of natural resources. Programs in food and nutrition and environmental quality are receiving additional emphasis.

Cooperative market news programs are conducted in 43 states, covered by 62 individual agreements. Commodities include fruits and vegetables, dairy and poultry, livestock, grain, cotton, and tobacco. In addition, USDA and departments of agriculture in 45 states assist each other in enforcement of livestock and poultry licensing, registration, and bonding laws by providing ownership volume and operational information to each other. Each agency remains exclusively responsible for enforcement of its own statutes and no funds are exchanged.

Programs covering the collection and dissemination of agricultural statistics are conducted with USDA in 47 states. All agreements provide for operation of a joint office under the supervision of the state statistician, who is a federal employee. The cooperative state agency in most cases is a state department of agriculture and, in a few states, a branch of the state university. Regulatory and cooperative programs are conducted to control and eradicate diseases and pests in animals and plants with all states, Puerto Rico, and the Virgin Islands. Programs are also conducted to prevent the introduction of plant pests not known to exist or be widely distributed in the United States.

State conservation districts blanket the nation. Some 3,000 districts are organized by local people under state law. USDA's Soil Conservation Service receives appropriations from Congress earmarked for assistance to local conservation districts. Each district is legally responsible for soil and water conservation work within its boundaries.

Hopefully, these programs, along with others, will serve as a basis for continued progress in state agriculture in the coming decade.

FARM INCOME: 1978*

State	Cash receipts from farming (in thousands of dollars)				Farm income (in thousands of dollars)			
	Livestock & products	Crops	Government payments	Total	Realized gross farm income	Farm production expenses	Net change in farm inventories	Total net farm income (a)
All states	$59,170,761	$52,051,328	$3,030,004	$114,072,093	$124,923,643	$98,095,297	$1,061,538	$27,880,131
Alabama	1,189,130	706,182	31,734	1,927,046	2,120,182	1,499,882	-44,462	580,324
Alaska	4,239	7,582	192	12,013	13,346	10,380	125	3,091
Arizona	717,888	753,331	9,172	1,480,391	1,558,524	1,188,983	9,293	374,262
Arkansas	1,399,120	1,278,891	24,491	2,702,502	2,917,865	2,170,246	214,812	966,932
California	3,414,135	6,954,451	56,760	10,425,346	10,862,211	7,784,565	31,872	3,090,352
Colorado	2,074,248	560,481	80,422	2,715,151	2,861,973	2,587,036	1,865	277,069
Connecticut	140,494	89,504	425	230,423	258,666	225,288	-178	33,200
Delaware	218,027	101,785	3,435	323,247	341,830	229,288	4,970	117,289
Florida	855,763	2,382,628	10,311	3,248,702	3,404,585	2,050,476	-27,854	1,322,641
Georgia	1,467,764	1,075,540	55,014	2,598,318	2,812,058	2,219,930	28,737	626,199
Hawaii	72,571	307,792	799	381,162	415,294	307,103	-5,722	102,489
Idaho	618,233	815,413	63,499	1,497,145	1,636,977	1,403,844	104,868	338,778
Illinois	2,318,712	3,984,554	102,775	6,226,041	7,039,410	5,896,013	59,641	1,212,008
Indiana	1,556,721	1,921,466	53,368	3,531,555	4,141,241	3,517,652	34,687	659,326
Iowa	5,418,191	2,809,515	270,987	8,498,693	9,183,542	7,755,611	478,338	1,907,590
Kansas	2,955,573	1,490,243	300,926	4,746,742	5,022,641	4,412,483	99,929	711,790
Kentucky	999,796	1,040,131	12,633	2,052,560	2,403,917	1,715,503	-154,705	535,410
Louisiana	438,782	980,969	15,745	1,435,496	1,561,142	1,139,356	-39,303	382,760
Maine	286,548	123,941	3,749	414,238	448,482	379,039	12,267	81,710
Maryland	511,360	259,166	6,993	777,519	886,391	701,852	20,286	204,847
Massachusetts	112,109	129,897	773	242,779	273,317	222,959	1,194	51,716
Michigan	997,659	1,129,132	45,510	2,172,301	2,459,285	1,870,631	-33,498	554,061
Minnesota	2,591,082	2,260,856	164,345	5,016,283	5,569,259	4,094,874	175,976	1,650,038
Mississippi	906,765	1,091,783	29,550	2,028,098	2,210,174	1,626,022	-86,352	499,346
Missouri	2,098,566	1,477,136	72,277	3,647,979	4,057,546	2,965,773	-110,819	981,680
Montana	682,774	548,876	137,237	1,368,887	1,508,528	1,211,130	-9,241	288,324
Nebraska	3,098,159	1,633,441	268,648	5,000,248	5,234,293	4,573,008	206,253	868,192
Nevada	125,945	42,073	3,353	171,371	187,963	160,996	-1,582	25,385
New Hampshire	61,376	25,305	886	87,567	105,928	89,589	-1,919	14,420
New Jersey	104,402	268,037	1,957	374,396	417,193	333,897	4,845	88,264
New Mexico	751,236	213,026	29,201	993,463	1,042,614	854,767	8,285	197,062
New York	1,347,279	571,558	22,475	1,941,312	2,182,302	1,855,405	4,621	333,030
North Carolina	1,296,758	1,939,441	34,758	3,270,957	3,610,520	2,358,802	150,028	1,408,500
North Dakota	529,413	1,336,987	278,179	2,144,579	2,344,478	1,773,127	119,876	665,403
Ohio	1,272,294	1,730,369	24,305	3,026,968	3,593,598	3,022,753	16,357	585,565
Oklahoma	1,675,078	704,381	102,604	2,482,063	2,710,227	2,218,135	-217,880	276,153
Oregon	455,625	812,748	30,416	1,298,789	1,467,840	1,176,049	19,516	309,770
Pennsylvania	1,510,678	641,631	12,659	2,164,968	2,490,281	1,940,776	38,393	592,509
Rhode Island	12,379	17,678	62	30,119	58,586	24,527	338	9,305
South Carolina	373,199	605,398	20,998	999,595	1,107,979	874,954	6,305	239,374
South Dakota	1,530,079	555,342	127,155	2,212,576	2,362,306	1,803,251	35,195	592,819
Tennessee	868,369	757,069	15,464	1,640,902	1,929,453	1,490,870	-59,002	342,554
Texas	4,646,194	2,901,779	318,843	7,866,816	8,392,383	7,199,830	-204,532	1,022,261
Utah	352,199	104,527	20,245	476,971	527,496	392,563	-15,889	119,520
Vermont	287,070	21,933	4,538	313,541	350,577	251,542	3,584	102,619
Virginia	707,239	524,246	26,712	1,258,197	1,485,089	1,165,378	58,578	374,812
Washington	561,739	1,562,397	68,791	2,192,927	2,404,418	1,611,979	118,152	912,117
West Virginia	139,572	47,384	3,212	190,168	254,722	238,445	4,409	20,686
Wisconsin	2,970,855	673,551	44,116	3,688,522	4,105,784	2,953,711	4,810	1,160,879
Wyoming	447,374	79,782	17,305	544,461	591,227	545,224	12,641	65,700

**Source:* Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

(a) Of farm operators.

FARM ACREAGE AND INCOME PER FARM: 1978*

State	Farms		Realized gross income per farm	Realized net income per farm (a)	Total net income per farm(a)	Value of farms (in millions) (b)
	Number of farms	Total Acreage (in thousands)				
All states	2,671,970	1,052,018	$ 46,750	$10,037	$10,434	$513,771
Alabama	76,000	13,200	27,956	8,221	7,636	5,966
Alaska(c)	310	1,670	43,052	9,568	9,971	72
Arizona	6,600	40,600	235,447	55,298	56,706	5,075
Arkansas	68,000	16,900	42,976	11,061	14,220	9,650
California	74,000	32,800	146,528	41,331	41,762	24,961
Colorado	28,600	38,300	100,078	9,623	9,688	10,494
Connecticut	4,000	460	64,667	8,345	8,300	903
Delaware	3,500	630	97,602	32,091	33,511	945
Florida	38,500	13,900	88,337	35,078	34,354	11,648
Georgia	69,000	15,500	40,832	8,659	9,075	8,742
Hawaii	4,100	2,290	101,296	26,393	24,997	1,796
Idaho	26,900	15,400	60,883	8,696	12,594	6,853
Illinois	117,000	28,700	60,243	9,849	10,359	45,373
Indiana	95,000	16,900	43,603	6,575	6,940	22,021
Iowa	128,000	34,000	71,757	11,166	14,903	43,112
Kansas	76,000	48,300	66,110	8,051	9,366	18,354
Kentucky	117,000	14,500	20,561	5,898	4,576	9,730
Louisiana	43,000	10,400	36,307	9,815	8,901	6,958
Maine	8,000	1,640	56,060	8,680	10,214	723
Maryland	17,400	2,815	50,943	10,607	11,773	4,442
Massachusetts	5,300	650	51,600	9,532	9,758	807
Michigan	72,000	10,800	34,142	8,161	6,795	9,288
Minnesota	114,000	30,300	48,850	12,930	14,474	22,119
Mississippi	77,000	14,800	28,724	7,606	6,485	6,867
Missouri	131,000	32,300	30,979	8,340	7,494	19,445
Montana	23,000	62,100	65,595	12,938	12,536	10,433
Nebraska	68,000	47,900	76,985	9,734	12,768	18,442
Nevada	2,100	8,990	89,506	12,841	12,088	872
New Hampshire	3,200	580	33,103	5,106	4,506	423
New Jersey	8,300	990	50,279	10,050	10,634	2,036
New Mexico	12,800	46,800	82,821	16,043	15,395	4,352
New York	56,000	10,200	38,997	5,864	5,947	6,008
North Carolina	115,000	12,400	31,455	10,943	12,248	8,606
North Dakota	41,500	41,690	55,871	13,145	16,034	11,381
Ohio	108,000	16,400	33,259	5,270	5,422	20,713
Oklahoma	85,000	35,000	31,908	5,812	3,249	14,070
Oregon	34,000	18,700	43,127	8,537	9,111	5,666
Pennsylvania	72,000	9,000	34,651	7,696	8,229	9,828
Rhode Island	760	63	44,071	11,799	12,243	122
South Carolina	43,000	6,600	25,768	5,420	5,567	3,584
South Dakota	43,000	45,450	54,904	12,968	13,786	10,317
Tennessee	110,000	13,800	17,204	3,651	3,114	8,390
Texas	195,000	139,000	43,213	6,291	5,242	43,924
Utah	13,400	12,850	39,401	10,105	8,919	3,187
Vermont	6,700	1,750	52,325	14,781	15,316	1,045
Virginia	62,000	9,800	23,897	5,101	6,045	7,174
Washington	36,500	16,100	65,916	21,752	24,990	8,501
West Virginia	25,500	4,200	9,989	638	811	1,693
Wisconsin	99,000	18,800	41,513	11,677	11,726	12,972
Wyoming	8,000	35,100	74,785	6,632	8,213	3,686

**Source:* Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

(a) Excludes changes in inventories, and represents income of farm operators.

(b) Value of farm real estate, inventories, and equipment.

(c) Exclusive of grazing land.

PRODUCTION OF MAJOR GRAINS, BY STATE: 1978*

	Feed grains				*Food grains*			
State	*Corn (1,000 bu.)*	*Oats (1,000 bu.)*	*Barley (1,000 bu.)*	*Sorghum (1,000 bu.)*	*Wheat (1,000 bu.)*	*Rye (1,000 bu.)*	*Rice (1,000 cwt.)*	*Soybean (1,000 bu.)*
All States	7,081,849	601,506	447,158	748,410	1,798,712	26,160	137,805	1,842,647
Alabama	27,200	1,200	...	1,258	1,690	...	...	42,900
Alaska	...	29	150	...	...	...	...	...
Arizona	5,750	...	2,485	5,694	9,660	...	...	...
Arkansas	1,740	4,015	...	12,000	11,100	...	52,470	112,800
California	35,406	5,088	45,600	13,135	45,825	...	26,248	...
Colorado	79,200	1,760	15,360	9,300	57,268	105	...	...
Connecticut	...	...	...	...	...	...	...	...
Delaware	16,800	...	1,056	...	1,008	100	...	6,860
Florida	19,240	...	...	...	432	...	...	9,600
Georgia	75,000	3,445	...	1,247	3,840	2,530	...	29,400
Hawaii	...	...	...	...	...	...	...	...
Idaho	3,393	3,136	55,800	...	74,730	...	...	...
Illinois	1,191,030	15,400	252	4,624	35,340	368	...	303,270
Indiana	637,200	8,910	...	975	31,785	225	...	140,420
Iowa	1,462,500	66,700	...	1,800	1,705	150	...	286,900
Kansas	153,000	4,680	2,640	209,040	306,000	315	...	26,100
Kentucky	119,850	294	989	1,426	6,825	108	...	42,300
Louisiana	2,773	...	...	578	612	...	22,425	71,000
Maine	...	2,376	...	...	...	...	...	...
Maryland	57,230	1,242	3,825	...	3,996	270	...	11,040
Massachusetts	...	...	...	...	...	...	...	...
Michigan	182,250	20,520	893	...	18,000	600	...	19,200
Minnesota	643,760	98,820	51,975	...	93,225	2,352	...	142,100
Mississippi	7,560	...	...	798	2,015	...	9,138	81,700
Missouri	191,400	1,330	...	68,000	28,560	175	1,298	155,040
Montana	360	10,608	56,375	...	146,050	...	...	...
Nebraska	740,150	21,150	1,102	137,250	81,600	1,007	...	42,500
Nevada	...	...	1,200	...	1,540	...	...	...
New Hampshire	...	...	...	...	...	...	...	...
New Jersey	8,645	384	920	...	1,188	253	...	6,180
New Mexico	7,560	...	1,425	12,282	5,662	...	...	...
New York	47,400	17,700	420	...	2,625	279	...	506
North Carolina	121,600	5,225	3,009	4,472	5,940	460	...	37,200
North Dakota	19,987	65,880	112,700	...	286,065	6,355	...	4,758
Ohio	379,050	24,400	480	...	43,875	240	...	123,750
Oklahoma	4,745	3,420	2,720	17,460	145,800	570	...	5,355
Oregon	1,235	4,200	9,250	...	51,925	175	...	...
Pennsylvania	113,050	18,020	5,875	...	8,085	512	...	1,953
Rhode Island	...	...	...	...	...	...	...	...
South Carolina	30,250	3,900	1,128	480	2,574	836	...	32,340
South Dakota	171,520	102,765	20,905	17,000	66,000	6,820	...	11,895
Tennessee	43,560	1,125	442	1,224	7,700	38	...	56,870
Texas	144,000	13,760	1,080	227,850	54,000	406	26,226	19,370
Utah	1,440	576	7,336	...	5,599	...	...	...
Vermont	...	...	...	...	...	...	...	...
Virginia	50,430	1,620	5,050	517	5,425	425	...	12,460
Washington	7,865	1,860	24,700	...	133,980	63	...	...
West Virginia	4,466	504	440	...	297	...	...	...
Wisconsin	269,500	62,720	1,323	...	1,560	357	...	6,880
Wyoming	2,754	2,744	8,253	...	7,606	66	...	...

**Source:* Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

LIVESTOCK ON U.S. FARMS, BY STATE: 1978*
(In thousands)

State	*Cattle and calves*		*Other livestock*		*Poultry*	
	Total	*Milk cows*	*All hogs and pigs*	*All sheep and lambs*	*Chickens*	*Turkeys*
All states	116,375	10,939	59,497	12,387	394,505	139,542
Alabama	2,130	85	700	4	20,600	...
Alaska	8	1	110	6	26	...
Arizona	1,135	68	144	438	570	...
Arkansas	2,120	90	400	5	25,134	12,500
California	4,430	846	190	1,115	46,020	16,780
Colorado	3,180	72	330	810	2,950	3,580
Connecticut	108	51	9	5	5,940	41
Delaware	31	12	50	2	980	...
Florida	2,350	197	360	4	17,302	...
Georgia	1,975	129	1,800	3	35,870	1,799
Hawaii	234	13	54	...	1,333	...
Idaho	1,870	138	79	536	1,211	...
Illinois	2,950	233	6,550	184	7,600	434
Indiana	2,025	208	4,400	176	20,900	4,655
Iowa	7,800	380	15,100	370	10,700	6,259
Kansas	6,000	140	1,960	195	2,600	129
Kentucky	3,120	277	1,150	28	3,500	...
Louisiana	1,425	129	140	13	3,590	...
Maine	132	58	9	12	12,170	6
Maryland	390	136	215	19	1,775	91
Massachusetts	99	51	60	7	1,580	146
Michigan	1,470	404	810	138	8,140	1,210
Minnesota	3,700	850	4,100	255	11,920	22,238
Mississippi	2,130	110	410	5	10,827	...
Missouri	6,000	282	4,100	131	8,000	10,500
Montana	2,680	27	222	530	930	...
Nebraska	6,500	128	3,650	237	4,200	490
Nevada	570	15	8	114	13	23
New Hampshire	74	31	8	7	1,360	58
New Jersey	114	47	67	8	1,728	155
New Mexico	1,550	31	50	571	2,110	18,854
New York	1,760	915	140	66	9,850	871
North Carolina	1,100	146	2,350	9	20,700	2,565
North Dakota	2,050	104	335	213	455	1,450
Ohio	2,025	398	1,900	370	12,250	1,275
Oklahoma	5,900	114	315	81	3,700	3,450
Oregon	1,490	93	100	410	2,900	10
Pennsylvania	1,900	703	820	80	18,625	2,527
Rhode Island	10	5	10	2	273	979
South Carolina	690	56	53	1	8,050	3
South Dakota	3,925	170	1,620	704	2,968	7,300
Tennessee	2,700	205	1,300	15	5,350	2,794
Texas	14,500	314	800	2,460	16,800	13
Utah	864	76	49	491	2,150	8,546
Vermont	336	195	6	7	570	...
Virginia	1,620	171	670	172	5,541	2,105
Washington	1,275	176	64	62	6,234	5,706
West Virginia	550	37	50	120	1,020	...
Wisconsin	4,100	1,810	1,650	82	5,400	...
Wyoming	1,280	12	30	1,115	90	...

**Source:* Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

AGRICULTURAL PRODUCTION, BY COMMODITY, FOR SELECTED ITEMS, BY STATE: 1978*

	Vegetables		*Fruits*		*Other Crops*			
State	*Fresh (1,000 tons)*	*Processed (tons)*	*Citrus (1,000 tons)*	*Non-citrus (1,000 tons)*	*Potatoes (1,000 cwt.)*	*Cotton (1,000 bales)*	*Tobacco (1,000 lbs.)*	*Hay (1,000 tons)*
All states	259,827	11,316,640	14,212	11,860	360,467	10,841	2,015,695	142,264
Alabama	1,562	15,250	...	8	2,150	290	972	1,105
Alaska	...	...	...	...	...	...	...	...
Arizona	11,924	2,700	476	14	1,590	1,074	...	1,382
Arkansas	626	18,350	...	33	...	660	...	1,375
California	113,282	5,504,300	2,651	6,240	17,854	1,970	...	6,955
Colorado	5,040	35,950	...	26	11,400	...	...	3,013
Connecticut	322	...	...	29	418	...	5,373	194
Delaware	318	66,700	...	8	1,113	...	...	48
Florida	38,690	80,400	10,349	15	5,658	4	22,050	470
Georgia	3,602	11,400	...	71	...	110	125,660	950
Hawaii	367	...	...	34	...	...	...	...
Idaho	2,470	185,150	...	77	96,980	...	...	4,708
Illinois	775	352,050	...	53	360	...	...	3,671
Indiana	1,589	244,950	...	38	1,276	...	16,170	2,300
Iowa	1	46,600	...	5	300	...	...	8,302
Kansas	...	...	...	8	...	...	...	4,676
Kentucky	152	7,600	...	13	...	...	453,521	3,162
Louisiana	97	200	...	6	173	480	117	724
Maine	...	8,350	...	47	26,180	...	...	465
Maryland	997	138,700	...	55	225	...	32,200	631
Massachusetts	904	13,400	...	111	810	...	1,375	262
Michigan	7,631	259,850	...	655	10,123	...	...	3,683
Minnesota	805	744,450	...	14	16,870	...	...	8,932
Mississippi	1,140	6,700	...	2	108	1,385	...	1,193
Missouri	484	2,400	...	30	...	190	5,400	5,980
Montana	...	...	...	2	2,088	...	...	4,576
Nebraska	...	650	...	...	1,968	...	...	7,538
Nevada	...	...	...	...	5,440	1	...	963
New Hampshire	...	...	...	30	...	...	...	181
New Jersey	3,982	127,000	...	104	2,091	...	...	310
New Mexico	2,238	4,800	...	15	779	106	...	1,054
New York	11,605	403,300	...	746	12,675	...	...	5,297
North Carolina	2,796	81,400	...	181	2,450	46	847,320	612
North Dakota	...	...	...	...	22,400	...	...	6,453
Ohio	2,782	500,700	...	89	2,519	...	22,705	3,934
Oklahoma	455	12,300	...	4	...	350	...	3,222
Oregon	5,331	577,140	...	319	28,488	...	...	2,607
Pennsylvania	1,464	107,800	...	309	6,250	...	25,220	4,323
Rhode Island	...	...	...	3	902	...	...	17
South Carolina	2,982	29,650	...	166	...	112	150,520	444
South Dakota	...	150	...	...	1,190	...	...	8,625
Tennessee	509	26,800	...	8	396	235	147,178	1,912
Texas	23,527	121,450	736	19	3,608	3,828	...	4,368
Utah	720	17,350	...	37	1,127	...	...	1,886
Vermont	...	...	...	24	168	...	...	885
Virginia	1,324	72,450	...	245	2,970	...	134,991	1,640
Washington	4,495	463,450	...	1,712	50,685	...	...	2,582
West Virginia	...	750	...	175	...	...	2,700	970
Wisconsin	2,839	1,024,050	...	80	17,325	...	22,223	11,635
Wyoming	...	...	...	...	1,360	...	...	2,050

Source: Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

FOREIGN INVESTMENT IN U.S. CROPLAND/FARMLAND: JANUARY 1, 1977, TO JUNE 30, 1978*

				Foreign investment		
State	*Ownership transfers*	*New owners, local U.S. citizens*	*New owners, U.S. corporations*	*New owners*	*Cropland (acres)*	*Farmland (acres)*
Total	352,979	325,808	8,079	560	313,361	644,140
Alabama	7,779	6,630	91	9	2,258	5,429
Alaska (a)	...	...	...	...	...	...
Arizona	535	460	75	3	1,171	1,312
Arkansas	8,824	7,882	96	17	38,195	42,918
California	6,619	6,075	328	31	17,749	24,247
Colorado	3,925	3,423	281	12	5,874	37,034
Connecticut	116	87	28	1	38	80
Delaware	583	534	46	3	757	1,087
Florida	3,157	3,190	168	27	4,545	42,796
Georgia	8,288	7,871	230	39	28,083	57,877
Hawaii (a)	...	...	...	...	...	...
Idaho	2,929	2,680	148	2	217	232
Illinois	23,047	22,164	348	13	20,317	23,176
Indiana	16,385	15,083	245	10	5,760	7,410
Iowa	13,312	11,575	587	13	3,724	4,376
Kansas	17,903	14,883	454	14	4,191	19,367
Kentucky	19,861	19,836	120	5	1,825	2,342
Louisiana	2,695	2,455	226	12	17,892	54,252
Maine	660	571	33	...	...	...
Maryland	1,136	1,003	62	19	3,874	4,807
Massachusetts	62	55	7	...	...	...
Michigan	13,224	13,074	140	10	3,795	4,682
Minnesota	9,520	9,391	126	3	5,493	14,055
Mississippi	6,763	6,003	135	27	25,363	32,274
Missouri	17,798	17,369	351	54	22,538	26,872
Montana	2,878	2,661	209	8	3,040	28,407
Nebraska	10,522	8,266	609	5	649	773
Nevada	240	235	11	...	...	...
New Hampshire	77	73	4	...	...	...
New Jersey	175	143	13	4	503	962
New Mexico	1,197	1,087	58	2	2,389	2,450
New York	3,145	2,941	41	3	1,382	3,373
North Carolina	17,504	17,908	208	8	168	566
North Dakota	6,547	4,428	18	2	410	418
Ohio	14,175	13,285	349	11	2,987	3,331
Oklahoma	10,621	10,561	55	5	1,341	5,629
Oregon	3,591	3,482	105	4	5,578	28,712
Pennsylvania	5,412	5,105	128	4	1,139	1,766
Rhode Island	1	2	...	...	...	...
South Carolina	5,665	5,079	176	38	6,292	23,816
South Dakota	7,647	6,761	117	5	2,629	3,414
Tennessee	19,175	18,139	102	21	2,616	7,835
Texas	25,357	21,915	591	61	53,131	86,406
Utah	1,555	1,510	53	...	...	...
Vermont	421	433	17	22	2,922	5,507
Virginia	7,516	7,310	192	14	3,484	17,068
Washington	5,708	3,885	377	7	4,038	6,935
West Virginia	2,478	2,456	21	1	...	74
Wisconsin	15,342	15,110	232	10	5,004	6,151
Wyoming	909	739	68	1	...	3,922

**Source:* Economics, Statistics, and Cooperatives Service, U.S. Department of Agriculture.

(a) Data not included for Alaska and Hawaii.

STATE PROGRAMS FOR PRESERVATION OF FARMLAND*

State	Preferential property tax assessment(a)	Preferential property tax assessment with deferred taxation(b)	Preferential taxation with restrictive agreement(c)	Circuit-breaker state income tax credits(d)	Inheritance and estate taxation(e)	Land gains taxation(f)	Agricultural districts(g)	Agricultural zoning(h)	Purchase of development rights(i)	Transfer of development rights(j)	Land use commissions(k)	Land banking(l)
Alabama	...	★	...	...	...	...	...	...	...	...	...	...
Alaska	...	★	...	...	...	...	...	...	●	★	...	...
Arizona	★	...	...	...	...	...	...	...	...	...	...	...
Arkansas	★(m)	...	...	...	...	...	...	...	...	...	...	...
California	...	...	★	...	...	●	...	●	...	...	...	...
Colorado	★	...	...	...	...	...	...	...	...	...	...	...
Connecticut	★	...	...	...	★	...	...	...	★	...	...	...
Delaware	★	...	...	...	...	...	...	...	...	...	...	...
Florida	★	...	...	...	...	...	...	...	...	...	...	...
Georgia	...	...	...	...	...	...	...	...	...	...	...	...
Hawaii	...	...	★	...	...	...	...	★	●	...	★	★
Idaho	★	...	...	...	...	...	...	...	...	...	...	...
Illinois	...	★	...	...	...	●	...	...	...	...	...	...
Indiana	★	...	...	...	...	...	...	...	...	...	...	...
Iowa	★	...	...	...	...	...	...	...	...	...	★	...
Kansas	...	★	...	...	★	...	...	...	...	...	...	...
Kentucky	...	★	...	...	★	...	...	...	...	...	...	...
Louisiana	★	...	...	...	...	...	...	...	...	...	...	...
Maine	...	★	...	...	...	...	...	...	★	...	...	...
Maryland	...	★●	...	...	...	...	...	...	★	●	...	...
Massachusetts	...	★	...	...	...	...	...	...	★	...	...	★
Michigan	...	...	★	★	★	...	...	...	...	...	...	...
Minnesota	...	★	●	●	...	...	...	...	...	...	...	...
Mississippi	...	...	...	...	...	...	...	...	...	...	...	...
Missouri	★	...	...	...	...	...	...	...	...	...	...	...
Montana	...	★	...	...	...	●	...	...	...	...	...	...
Nebraska	...	★	...	...	...	...	...	...	...	...	...	...
Nevada	...	★	...	...	...	...	...	...	...	...	...	...
New Hampshire	...	...	★	...	...	...	...	...	●	...	...	...
New Jersey	...	★	...	...	...	...	...	...	★●	●	...	...
New Mexico	★	...	...	...	...	...	...	...	...	...	...	...
New York	...	★	...	...	★	...	★	...	...	●	...	...
North Carolina	...	★	...	...	...	...	...	...	...	...	...	...
North Dakota	★	...	...	●	...	...	...	...	...	...	...	...
Ohio	...	★	...	...	...	...	●	...	...	...	...	...
Oklahoma	★	...	...	...	...	...	...	...	...	...	...	...
Oregon	...	★	...	...	...	●	...	★	...	...	★	...
Pennsylvania	...	★	★	...	...	...	●	...	...	...	...	★
Rhode Island	...	★	...	...	...	...	...	...	...	...	...	...
South Carolina	...	★	...	...	...	...	...	...	...	...	...	...
South Dakota	★	...	...	...	...	...	...	...	...	...	...	...
Tennessee	...	★	...	...	★	...	...	...	...	...	...	★
Texas	...	★	...	...	...	...	...	...	...	...	...	...
Utah	...	★	...	...	...	...	...	...	...	...	...	...
Vermont	...	★	...	...	...	★	...	...	...	...	...	...
Virginia	...	★	...	...	...	●	★	...	●	...	...	...
Washington	...	★●	...	...	...	●	...	...	...	...	...	★
West Virginia	★	...	...	...	...	...	...	...	...	...	...	...
Wisconsin	...	...	★	★	...	...	...	★	...	...	...	...
Wyoming	★	...	...	...	...	...	...	...	...	...	...	...

**Source:* Bob Davies and Joe Belden, *A Survey of State Programs to Preserve Farmland* (Washington, D.C.: National Conference of State Legislatures, 1979).

★—Statute or program. ● Bill.

(a) Provides that land, and in some instances buildings, used for agriculture is assessed and taxed at its agricultural value rather than at commercial market value (such as residential subdivision or industrial development).

(b) Authorizes preferential tax treatment but with the requirement that deferred taxes, in full or in part, must be repaid if the land is converted to nonagricultural use.

(c) Requires that participating landowners agree to restrict their land to agricultural uses for a period of time.

(d) Makes available credits against state income taxes for farmers who agree to keep their land in agriculture.

(e) Offers inheritance and estate tax relief to heirs of farmers, if the heirs keep the land in agriculture. Provides for farm use valuation for tax purposes rather than valuation at market prices.

(f) Provides a sliding scale tax on profits from the sale of land held less than six years.

(g) Authorizes agricultural districts in which preferential tax treatment is available and government powers over farmland are restricted. Restrictions may include immunity from so-called nuisance ordinances and from special taxation for utilities—water, sewer, light—associated with nonfarm development. Powers of eminent domain may be limited.

(h) Creates zones for exclusive agricultural use. Land use and parcel size are controlled.

(i) Provides authorization and funding for public purchase of the development rights to farmland. The state buys the rights from the farmer who then agrees to keep the property in agricultural use. The value of the development rights is generally the difference between the land's commercial value and its value for agricultural production.

(j) Development rights possessed by farm owners can be sold for transfer to other areas for use in residential, commercial, or other developments. In the designated receiving area, the purchase and "transfer" of the rights permit the developer to build a higher density than would be ordinarily provided for.

(k) Commissions may oversee farmland retention programs, make recommendations on agricultural land preservation, and review and approve local comprehensive plans required by the state's land use planning statute, or review and approve development projects of a certain scope and consider the projects' impact on prime agricultural land. These vary according to the state.

(l) Authorizes acquisition and subsequent lease or sale of real property in order to retain it in agricultural or other open space uses.

(m) Arkansas' general statute on assessment, including sections dealing with agricultural land, was declared unconstitutional by the Pulaski County Circuit Court in 1978. The state legislature has passed a constitutional amendment regarding agricultural land assessment which will be on the ballot in November 1980.

STATE FORESTRY ADMINISTRATION

By John F. Datena*

THE WOOD FIBER in today's timber products comes from forestlands which account for one third of the land area in the United States. Of the land classified as commercial forest, 60 percent is in nonindustrial private ownership. It is therefore the responsibility of the individual state forester to guide the private landowner with management and protection assistance if the increasing demand for wood products is to be met. The methods in which this assistance is provided vary greatly among the states due to differences in operating budgets, resource characteristics, organizational structures, and legislative authorities. Most state forestry organizations form part of a cabinet-level state department which reports directly to the governor. Some forestry agencies are part of a land grant university extension system. In a few states, the forestry organization operates as an independent agency under state commissions.

Goals of Forestry

Meeting the demand for more forest products and services, more diverse recreational opportunities, increased wildlife values, cleaner water, and a quality environment are the goals of forestry.

The keynote to any successful state forestry agency is "service." This includes personal counsel to private landowners, general information to the public, management of state-owned lands, guidance to citizen groups, development of statewide programs and organizations (for fire and pest control, reforestation, regulations, community forestry, etc.), and being a partner in related resource endeavors.

State foresters cooperate regularly and closely with "sister" agencies such as the U.S. Forest Service through its many cooperative programs, the Soil Conservation Service, the Cooperative Extension Service, soil and water conservation districts, rural fire departments, and numerous special interest groups. Many states have formalized this cooperative effort by establishing state forestry planning committees comprised of state-level forestry and conservation leaders who meet regularly to review internal forestry situations and to formulate workable solutions to needs and problems. State foresters maintain an effective voice on the regional and national scenes by active involvement in the National Association of State Foresters.

State Forests

Most state forestry organizations administer state-owned forestlands which are usually managed under a multiple-use concept. Aside from generating a source of wood fiber to local wood-using industries, state forest properties also serve as outdoor classrooms, research areas, watersheds for public water supply, and, perhaps most important, recreation bases. Due to the large land base, these areas are beginning to experience heavy use from recreationists for camping, hiking, hunting and fishing, cross-country skiing, horseback riding, etc. The last decade has also seen an increased intensity in timber management on state forest properties.

---

*Mr. Datena is the State Forester of Indiana.

Various federal employment programs have added new manpower to meet the needs on state properties. These employees provide assistance as laborers, secretaries, administrative assistants, receptionists, draftsmen, timber technicians, and more.

The large state forest holdings are in Alaska, Michigan, Minnesota, New York, Pennsylvania, and Washington, with most of the timber harvesting in terms of volume and receipts occurring in the western states.

Forest Fire Control

All states are involved in the protection of state and private lands from destructive wildfires. Cooperation on the part of the federal government in forest fire control first started under provision of the Weeks Law of March 1, 1911. Cooperating states had to provide, by law, a system of fire protection to which the federal government could contribute up to one half the cost. Under the Clarke-McNary Act of 1924, state forestry agencies provide the manpower and organization to do the job within each state. The Forest Service gives support through financial assistance, coordination, review, and audit. It also provides services such as help in training of personnel, development, and procurement of better fire equipment, radio communications, and direction of the nationwide forest fire prevention program.

Ninety percent of all wildfires are still man-caused. Of this, incendiary (32 percent) and debris burning (25 percent) account for over one half of the 143,063 man-caused fires.[1]

Based in Boise, Idaho, a National Wildfire Coordinating Group (NWCG) coordinates state and federal efforts in all areas of fire management. In several sectors of the country, the states, the federal government, and several Canadian provinces have joined in formal compacts. This enables all concerned to pool equipment and manpower in times of fire emergency, thus offsetting the inability of individual states to fund fire programs at critical emergency levels.

The Rural Community Fire Protection program (RCFP) continues to assist rural communities in improving their fire services. The funds for the RCFP program are distributed from the federal government to the states, who in turn issue 50 percent matching grants to rural communities for training, organization, and purchase of equipment.

Forest Management Assistance

Technical forestry assistance is available to private landowners, upon request, through state forestry agencies. The U.S. Forest Service is a financial and technical partner of the states via the Cooperative Forest Management (CFM) program. Counsel and guidance to landowners, loggers, and processors include information on tree planting, timber stand improvement, more efficient harvesting, improved sawmilling methods, forest management inventories, and forest management plans. State foresters, when possible, encourage landowners to secure the services of private consultants. Federal and state expenditures for this program in fiscal 1978 are shown in Table 3.

The Forestry Incentives Program (FIP) and the Agriculture Conservation Program continue to provide federal funds to small, nonindustrial, private landowners. The production-oriented FIP program provides up to 75 percent cost-share help for tree planting and timber stand improvement work. The Agriculture Conservation Program also provides cost-share funds for planting and improvement work as well as for other forest benefits such as watershed and wildlife protection.

Cooperative state-federal urban forestry assistance was initiated in 1972 when the Cooperative Forest Management Act of 1950 was amended to include urban forestry. That act was superseded by the Cooperative Forestry Assistance Act of 1978, which authorizes the secretary of agriculture to provide financial, technical, and related assistance to state foresters or equivalent state officials for the purpose of providing information and technical assistance to units of local government and others who will encourage cooperative efforts to plan urban forestry programs.

Distribution of Urban and Community Forestry funds varies from state to state. Some forestry agencies may choose to use the 50/50 matching funds to hire additional personnel to provide direct technical assistance to eligible recipients for information and guidance on planning, tree planting, care and maintenance, utilization, training, etc. States may prefer to pass on the federal dollars directly to eligible recipients by way of subgrants. This approach encourages private enterprise in the implementation of cooperative forestry programs by allowing subgrantees to enlist the services of urban forestry consultants, vendors, and businesses.

Reforestation

Tree and shrub seedlings for improving existing forests, windbreaks, shelterbelts, and submarginal and eroded lands continue to be a much-needed commodity. Tree planting stock is normally supplied to private landowners at minimal rates (usually below cost, subsidized by state and federal governments). Many states are reporting increased demand from private landowners, especially for wildlife shrubs. New federal regulations concerning strip-mining reclamation may cause an increase in demand for seedlings; some states are planning ahead to be prepared for this possible increase.

Operating tree nurseries has become specialized and greatly refined, emphasizing establishment of seed orchards to assure supplies of superior tree stock. The federal government has encouraged these efforts with limited funds through Title IV of the 1956 Agricultural Act. In addition, Section 4 of the Clarke-McNary Act assists state nursery production by providing monies for special projects, equipment, and studies. Federal and state expenditures are shown in Table 2 for both these acts.

Utilization and Marketing Programs

Specialized state-federal programs are helping to initiate some needed new directions in utilization and marketing. The Improved Harvesting Program (IHP) provides funds to states for specific improved utilization projects. With special thrusts like (1) improved felling and skidding practices, (2) better mid-product recovery, (3) use of urban tree removals, (4) timber salvage, and (5) increased timber availability, the IHP program promises an increase in board foot production from trees currently felled but not always fully or efficiently used.

The Sawmill Improvement Program concentrates on securing increased lumber recovery from logs. The resulting increase in mill efficiency means an increase in board foot production with no increase of log input at the sawmill.

The Roughmill Improvement Program is aimed at studying methods by which more low-grade lumber can be utilized in the manufacture of furniture products. These utilization improvements provide significant quantities of needed lumber for housing and other purposes while, at the same time, improving the quality of the environment through waste reduction.

Forest Pest Control

Protection of the nation's timber resource from uncontrolled insect and disease attacks requires combining all available forces to prevent, detect, and suppress pests on all forestlands. With increasing concern for the overuse and abuse of toxic chemicals, such as pesticides, Integrated Pest Management (IPM) has become the generally accepted method of controlling insects. IPM involves trying to understand the biology of the insect and the type of damage it does and then utilizing a variety of managment methods such as bacterial sprays, natural predators, and pesticides. Seldom is an attempt made to eradicate a pest; rather, efforts are geared toward managing the pest so that its damage stays within limits that can be tolerated. Research is currently under way by various states on symbiotic relationships among organisms so as to learn more about them and encourage their presence, thereby environmentally controlling pest populations.

Footnote

1. U.S.D.A., Forest Service, *1977 Wildfire Statistics* (Washington, D.C.: 1978).

Table 1
FOREST FIRE CONTROL PROGRAM ANALYSIS AND STATE FORESTRY PERSONNEL: 1978

State	Total land area (in acres)	Forest Fire Control Program				
		Qualified land protected(a)			Federal and state actual expenditures	Total number of permanent state forestry personnel
		Forest	Nonforest	Total		
All states	2,262,755,200	648,393,000	781,863,000	1,430,256,000	$204,643,220	16,822
Alabama	33,030,000	21,479,000	4,245,000	25,724,000	4,968,464	385
Alaska	365,500,000	38,931,000	234,026,000	327,018,000	1,023,363	11
Arizona	73,000,000	16,697,000	47,954,000	64,651,000	773,400	30
Arkansas	33,468,000	18,775,000	4,602,000	23,377,000	4,634,905	428
California	100,050,000	35,195,000	37,758,000	72,953,000	62,385,200	3,000
Colorado	66,486,000	17,217,000	18,799,000	36,016,000	3,915,593	107
Connecticut (b)	3,117,000	1,928,000	462,000	2,390,000	247,612	21
Delaware	1,000,000	387,000	170,000	57,000	143,992	11
Florida	35,179,000	20,079,000	8,237,000	28,316,000	11,205,441	1,094
Georgia	37,380,000	24,277,000	4,713,000	28,990,000	10,625,574	861
Hawaii (b)	4,110,000	1,774,000	1,701,000	3,475,000	515,691	85
Idaho	52,250,000	25,180,000	15,203,000	45,848,000	3,140,926	253
Illinois	35,795,000	5,357,000	3,353,000	8,710,000	500,470	69
Indiana	23,132,000	7,508,000	10,000	7,518,000	432,100	134
Iowa	35,867,600	6,584,000	1,032,000	7,616,000	322,610	44
Kansas	52,510,000	1,323,000	18,629,000	19,952,000	3,088,800	40
Kentucky	25,505,000	11,478,000	6,518,000	17,996,000	3,464,042	312
Louisiana	28,766,300	15,522,000	6,271,000	21,793,000	5,356,973	583
Maine	19,797,000	17,272,000	592,000	17,864,000	2,807,069	283
Maryland	6,330,000	2,706,000	1,013,000	3,719,000	1,201,535	165
Massachusetts	5,013,000	3,581,000	57,000	3,638,000	1,075,013	485
Michigan	34,492,000	19,401,000	3,647,000	23,048,000	4,724,189	490
Minnesota	51,033,000	19,365,000	7,574,000	26,939,000	2,399,481	270
Mississippi	30,538,000	16,539,000	4,585,000	21,287,000	6,254,609	759
Missouri	44,189,300	11,100,000	6,158,000	25,339,000	2,874,828	210
Montana (b)	93,600,000	35,969,000	17,232,000	85,764,000	1,969,046	97
Nebraska	47,169,000	1,242,000	26,672,000	27,914,000	1,280,435	44
Nevada	70,264,000	5,224,000	62,320,000	67,544,000	1,258,913	67
New Hampshire	5,781,000	5,028,000	286,000	5,314,000	713,200	60
New Jersey	4,820,000	2,163,000	617,000	2,780,000	2,355,000	127
New Mexico	77,866,000	16,734,000	53,254,000	69,988,000	674,654	45
New York	30,636,000	14,063,000	2,950,000	20,767,000	2,443,186	327
North Carolina	31,288,000	19,066,000	4,273,000	23,738,000	6,467,548	577
North Dakota	45,400,000	229,000	4,104,000	4,461,000	308,696	12
Ohio	26,200,000	4,225,000	1,767,000	10,611,000	974,698	300
Oklahoma	40,020,000	4,247,000	1,203,000	28,416,000	1,499,069	154
Oregon	61,574,000	28,943,000	16,930,000	55,801,000	7,375,378	590
Pennsylvania	28,000,000	16,590,000	3,495,000	20,085,000	4,979,244	510
Rhode Island	671,000	452,000	60,000	512,000	446,756	50
South Carolina	19,366,000	12,034,000	2,028,000	14,062,000	5,975,303	641
South Dakota	48,983,000	1,839,000	38,185,000	40,024,000	2,288,716	48
Tennessee	26,500,000	13,098,000	334,000	13,536,000	3,380,121	544
Texas	167,766,000	12,886,000	11,198,000	24,084,000	2,853,016	431
Utah	52,540,000	12,694,000	36,024,000	48,718,000	551,525	24
Vermont (b)	5,935,000	4,345,000	557,000	4,902,000	170,046	77
Virginia	25,416,000	16,283,000	4,239,000	20,522,000	3,891,170	358
Washington	42,665,000	28,833,000	2,380,000	31,435,000	6,692,102	1,165
West Virginia (b)	15,414,000	11,385,000	2,410,000	13,795,000	1,156,519	125
Wisconsin	35,000,000	15,705,000	5,095,000	20,800,000	5,907,000	298
Wyoming	62,343,000	10,380,000	45,890,000	56,270,000	949,999	21

Source: National Association of State Foresters.
(a) Fiscal 1977 from *1977 Wildfire Statistics*.
(b) Fiscal 1976 figures.

Table 2
REFORESTATION PROGRAMS, CLARKE-McNARY ACT STOCK DISTRIBUTION, AND AGRICULTURAL ACT ACHIEVEMENTS EXPENDITURES: 1978*

	Reforestation Programs			*Clarke-McNary Act stock distribution—Section IV*		*Agricultural Act—Title IV*		
State	*Number of hardwood seedlings distributed*	*Number of conifer seedlings distributed*	*Number of acres of seed orchards*	*Federal allotment*	*Expenditures*	*Federal*	*State*	*Total*
All states	35,095,765	688,611,665	4,641.35	$386,495	$6,411,747	$1,004,438	$5,846,403	$6,850,841
Alabama	573,626	106,959,290	304	...	...	61,100	187,030	248,130
Alaska	1,000	54,000	...	12,000	37,700	...	...	...
Arizona	60,000	140,000	...	12,000	45,000	...	...	...
Arkansas	110,550	15,438,000	78	20,000	351,200	15,000	40,420	55,420
California	150,000	4,120,000	5	15,000	400,000	45,000	50,000	95,000
Colorado	1,112,000	777,000	...	9,000	299,774	10,000	16,088	26,088
Connecticut (a)	N.R.	N.R.	N.R.	N.R.	N.R.	6,000	4,000	10,000
Delaware	...	500,000	...	2,500	23,000	...	...	...
Florida	1,670,485	45,712,485	835.5	...	...	39,000	218,950	257,950
Georgia	2,548,140	49,082,603	633	25,000	885,542	52,000	355,482	407,482
Hawaii (a)	N.R.	N.R.	N.R.	N.R.	N.R.	28,000	46,300	74,300
Idaho	388,000	2,203,000	72	10,000	17,200	15,000	81,803	96,803
Illinois	2,430,700	2,445,600	8	...	...	5,000	5,000	10,000
Indiana	2,169,691	1,857,854	80	12,500	665,500	18,000	27,800	45,800
Iowa	352,400	908,200	10	...	...	5,000	14,600	19,600
Kansas	552,000	830,000	55	14,750	132,730	29,400	33,570	62,970
Kentucky	4,135,920	6,106,000	30	...	...	22,224	47,600	69,824
Louisiana	223,000	77,000,000	700	...	...	40,000	71,208	111,208
Maine	1,263	1,883,952	...	...	...	5,000	7,800	12,800
Maryland	130,830	2,438,073	28	...	...	14,000	176,420	190,420
Massachusetts	...	...	...	...	...	...	...	...
Michigan	886,845	5,480,875	4	...	...	30,000	142,558	172,558
Minnesota	1,334,000	13,850,000	19	...	...	15,000	35,500	50,500
Mississippi	1,902,675	61,167,675	26.1	25,000	402,109	40,000	106,626	146,626
Missouri	2,536,000	7,239,000	65	...	...	5,000	10,000	15,000
Montana (a)	N.R.	N.R.	N.R.	10,000	35,600	15,000	18,700	33,700
Nebraska	587,000	2,755,000	23	16,250	40,900	8,000	16,600	24,600
Nevada	...	...	...	12,000	24,800	...	...	...
New Hampshire	4,025	728,230	18	...	...	8,000	16,600	24,600
New Jersey	13,225	698,525	8	2,500	55,000	5,000	16,000	21,000
New Mexico	62,000	28,000	...	12,000	14,600	12,000	12,048	24,048
New York	290,000	6,290,000	164	75,000	223,733	12,000	27,699	39,699
North Carolina	23,000	57,676,129	157	19,000	953,014	56,000	154,374	210,374
North Dakota	133,815	1,267,895	2	12,000	100,900	...	...	...
Ohio	2,622,000	4,622,000	42	...	...	...	...	...
Oklahoma	670,000	4,740,000	41	23,000	46,524	8,950	8,950	17,900
Oregon	18,175	29,500,000	75	...	...	76,500	367,279	443,779
Pennsylvania	595,160	5,829,875	79	...	...	20,000	68,789	88,789
Rhode Island	680	272,750	...	4,000	11,564	...	...	...
South Carolina	77,650	42,932,000	198.75	15,000	1,011,657	28,000	140,216	168,216
South Dakota	...	1,065,715	...	10,000	26,465	10,000	16,465	26,465
Tennessee	2,394,295	15,789,115	156	...	...	33,000	53,500	86,500
Texas	151,000	28,702,500	216	3,995	535,835	54,000	214,288	268,288
Utah	60,000	40,000	5	10,000	57,400	...	...	...
Vermont (a)	N.R.	N.R.	N.R.	N.R.	N.R.	6,000	11,400	17,400
Virginia	2,959,000	60,865,000	410	...	...	60,000	173,423	233,423
Washington	50,000	21,713,000	15	...	...	50,000	2,776,000	2,826,000
West Virginia (a)	N.R.	N.R.	N.R.	N.R.	N.R.	5,000	21,600	26,600
Wisconsin	775,280	12,250,912	60	...	...	30,000	46,453	76,453
Wyoming	340,335	73,974	19	4,000	14,000	7,264	7,264	14,528

*Source: National Association of State Foresters.

N.R.—No response.

(a) Fiscal 1976 figures.

Table 3
COOPERATIVE FOREST MANAGEMENT AND AGRICULTURE CONSERVATION PROGRAM: 1978
Planting Trees and Improving a Stand of Forest Trees

	Cooperative forest management			*FR-1—Planting trees*			*FR-2—Improving a stand of forest trees*		
State	*Federal*	*State*	*Total*	*Acres*	*Total cost-share dollars*	*Average per acre*	*Acres*	*Total cost-share dollars*	*Average per acre*
All states	$7,600,639	$22,925,073	$30,525,712	29,228	$1,335,280	$45.68	41,095	$812,728	$19.78
Alabama	349,800	950,511	1,300,311	3,051	91,828	30.10	2,460	6,647	2.70
Alaska	30,000	30,000	60,000	...	...	...	...	...	...
Arizona	68,100	75,608	143,708	...	...	...	...	2,273	...
Arkansas	238,700	475,965	714,665	486	11,445	23.55	297	7,722	26.00
California	256,000	256,000	512,000	728	43,181	59.31	577	22,676	39.30
Colorado	85,254	418,554	503,808	15	1,500	100.00	40	1,528	38.20
Connecticut (a)	35,000	55,000	90,000	98	2,996	30.57	140	3,554	25.39
Delaware	30,500	42,200	72,700	13	513	39.46	...	...	...
Florida	361,000	1,415,682	1,776,682	892	24,362	27.31	34	298	8.76
Georgia	898,674	1,160,087	2,058,761	572	9,868	17.25	...	...	...
Hawaii (a)	30,300	53,000	83,300	3	1,440	480.00	...	...	...
Idaho	60,600	130,000	190,600	23	1,404	61.04	228	9,911	43.47
Illinois	176,200	217,600	393,800	462	25,567	55.34	1,160	39,014	33.63
Indiana	167,200	239,300	406,500	586	24,529	41.86	1,469	25,849	17.60
Iowa	121,800	149,727	271,527	204	11,634	57.03	89	2,743	30.82
Kansas	58,408	150,402	208,810	16	784	49.00	105	3,606	34.34
Kentucky	317,820	640,100	957,920	62	2,854	46.03	206	6,186	30.03
Louisiana	120,200	439,452	559,652	87	2,986	34.32	129	2,496	19.34
Maine	98,500	219,700	318,200	551	28,599	51.90	1,548	50,201	32.43
Maryland	207,200	461,147	668,347	656	13,300	20.27	166	3,156	19.01
Massachusetts	42,500	75,500	118,000	18	962	53.44	387	8,564	22.13
Michigan	199,800	290,558	490,358	2,912	94,593	32.48	761	18,630	24.48
Minnesota	96,400	235,900	332,300	404	21,735	53.80	45	2,078	46.18
Mississippi	161,700	645,800	807,500	726	22,967	31.63	1,079	7,291	20.04
Missouri	280,200	627,536	907,736	5,248	393,600	75.00	12,286	196,576	16.00
Montana (a)	59,300	106,900	166,200	2	45	22.50	832	39,787	47.82
Nebraska	36,300	113,700	150,000	39	2,411	61.82	143	3,523	24.64
Nevada	33,500	101,700	135,200	...	...	...	...	...	...
New Hampshire	72,800	107,200	180,000	42	1,123	26.74	2,373	57,867	24.39
New Jersey	170,000	276,000	446,000	62	3,221	51.95	66	1,327	20.10
New Mexico	46,500	66,900	113,400	...	...	...	68	1,594	23.44
New York	295,000	677,933	972,933	801	38,389	47.93	2,751	64,792	23.55
North Carolina	395,160	2,473,000	2,868,160	463	11,135	24.05	145	2,828	19.50
North Dakota	30,800	115,900	146,700	41	1,808	44.10	6	359	59.83
Ohio	191,900	458,820	650,720	504	24,307	48.23	1,268	42,056	33.17
Oklahoma	100,400	128,032	228,432	293	6,722	22.94	245	3,661	14.94
Oregon	146,900	1,620,581	1,767,481	1,976	126,160	63.85	1,838	84,219	45.82
Pennsylvania	159,900	895,329	1,055,229	97	2,956	30.47	107	4,462	41.70
Rhode Island	47,170	64,371	111,541	41	1,028	25.07	11	635	57.82
South Carolina	172,340	624,452	796,792	1,648	73,679	44.71	3,984	5,924	1.51
South Dakota	32,900	109,870	142,770	15	1,042	69.47	61	3,593	58.90
Tennessee	114,100	1,484,000	1,598,100	53	1,354	25.55	55	1,049	19.07
Texas	180,013	927,627	1,107,640	100	3,200	32.00	50	1,800	35.00
Utah	32,000	79,000	111,000	...	...	...	...	...	...
Vermont (a)	77,500	157,600	235,100	4	216	54.00	449	7,462	16.62
Virginia	327,000	1,368,249	1,695,249	1,667	47,577	28.54	959	12,622	13.16
Washington	89,300	176,200	265,500	502	29,307	58.38	1,331	34,862	26.19
West Virginia (a)	86,100	231,000	317,100	67	1,997	29.81	275	1,795	6.53
Wisconsin	181,100	1,070,712	1,251,812	2,998	124,956	41.68	872	15,512	17.79
Wyoming	30,800	34,668	65,468	...	...	...	...	...	...

Source: National Association of State Foresters.

(a) Fiscal 1976 figures.

SOIL AND WATER CONSERVATION

By Charles L. Boothby*

IN 1974, the federal government decided to release land for agricultural use which was previously held back from production. There was widespread and promiscuous plowing of grasslands. Land retired from cotton to grass was plowed up again for soybeans. In some cases, terraces and contour strips were plowed out and windbreaks were removed. Drought conditions aggravated this situation, and in early 1977 dust storms swirled through the Great Plains and across to the Atlantic Ocean. This situation could repeat itself as pressures mount to increase agricultural exports to offset balance of trade deficits brought about by oil imports.

Conservation practices installed by farmers and ranchers over the years helped to reduce the level of soil losses from wind and water erosion. However, in the face of growing erosion hazards throughout the country, questions are being raised about the adequacy of the existing system of soil conservation.

Conservation Districts

The function of the states in helping to solve soil and water conservation problems is principally carried out through nearly 3,000 local conservation districts. They include within their boundaries virtually all the nation's privately owned land and provide assistance to some 2.3 million cooperators who are voluntarily establishing conservation measures on their property. Serving as a channel for the application and coordination of technical and other services, the districts:

1. Assist individual landowners in developing and carrying out conservation plans.
2. Provide and interpret basic data on soil and water resources for individuals, groups, and local and state government agencies.
3. Provide technical services to individuals and agencies in connection with community and regional resource conservation and development.
4. Sponsor projects for economic development and for water conservation and flood prevention.
5. Conduct erosion and sediment control programs in urbanizing and rural areas.
6. Aid in coordinated planning and establishment of needed resource conservation measures in areas where public and private lands are intermingled.
7. Assist public bodies and private landowners in carrying out measures that reduce air and water pollution, improve waste disposal procedures, and enhance the landscape.
8. Carry out environmental education programs with schools and colleges, organized youth groups, and the general public.

Conservation districts also have responsibilities in reviewing and approving conservation plans under the Great Plains Conservation Program, the Water Bank (a waterfowl habitat protection program), certain surface mine reclamation projects, and other programs.

---

*Mr. Boothby is Executive Secretary, National Association of Conservation Districts.

Role of State Agencies

Although districts are independent local government subdivisions, they receive general guidance, supervision, and assistance from an agency of state government. In some states, these agencies are independent state soil and water conservation commissions which report directly to the governor. In others, they are attached to another agency such as departments of natural resources, agriculture, or environment.

The commissions provide information to the public about conservation districts, aid them in budgeting and administrative management, and help coordinate their programs. In many states, commissions provide staff services to districts on a regional basis, and in most states they make available to districts those funds appropriated by the legislatures for district support.

In fiscal 1978, state funds appropriated for direct assistance to districts and for the support of soil surveys, flood prevention, and watershed protection in connection with their programs amounted to $63 million. Funds provided by local governments for district work totaled $64 million.

New Directions

Federal support for soil and water conservation is substantial, and funds annually made available for programs of technical assistance, watershed protection, and agriculture cost sharing amount to about $600 million. Additional sums are appropriated for forestry, research, range management, and other purposes that are related to the overall mission of conservation districts. It is these federal efforts that are receiving the greatest scrutiny.

Conservation districts, through their national organization, have initiated a study to explore needs for changes in soil conservation programs. This study is focusing on ways to (a) apply technical and financial resources to the most critical conservation problems, (b) use limited technical resources more efficiently and supplement these resources, (c) revise conservation planning procedures to speed up application of needed measures, (d) determine changes in conservation measures to fit modern agricultural technology, (e) emphasize enduring conservation practices in cost-sharing programs, (f) ensure maintenance of installed conservation measures over time, and (g) assure that practices, projects, and programs will improve environmental quality.

New Tools

To help design strategies for future soil conservation programs and to help establish needed erosion and sediment control practices, two new tools should prove useful—the Land and Water Resources Conservation Act of 1977 and the nonpoint source pollution control program to be conducted under Section 208 of the Federal Water Pollution Control Act amendments.

The Land and Water Resources Conservation Act (P.L. 95-192) requires that a comprehensive appraisal of soil conservation problems be made every five years. Based on these appraisals, programs will be prepared against which progress can be measured. Annually, Congress will be provided with evaluations of achievements and the cost of conservation practices as measured against benefits received.

Programs to control sediment and related agricultural pollutants under Section 208 are another opportunity to accelerate installation of needed soil and water conservation measures. Conservation districts and state soil conservation agencies are participating actively in the development of areawide and statewide plans for control of nonpoint source pollution. The passage of new legislation in 1977 (Sec. 208[j], P.L. 92-500) authorizes funds for implementation of conservation measures, called "best management practices," that will help reduce pollution of streams and lakes by sediment and associated animal wastes, pesticides, and fertilizer nutrients.

Progress on the Land

In the meantime, substantial progress continues to be made in the establishment of erosion control and water management practices. In 1978, conservation district cooperators installed 23,232 miles of terraces, 498,907 acres of strip cropping, 542,124 acres of vegetative cover on critical areas, and 4.2 million acres of minimum tillage. Soil surveys completed by the Soil Conservation Service on 57.6 million acres and 92 new soil survey reports were published.

Application of conservation technology to problems of expanding cities and other developing areas continues. In 1978, over 25,000 units of local and state governments were assisted with soil surveys, resource inventories, interpretations of desirable and potential land use, plans for waste disposal, and preparation of regulations governing control of sediment. Erosion control plans for residential and commercial construction operations were provided as well as assistance in the location and design of parks and other recreational sites; preservation of open space and prime agricultural lands; and the selection of sites for schools, environmental education areas, highways, utilities, and buildings.

During 1978, five new watershed protection projects under P.L. 83-566 were approved for planning and 11 for construction. This brings the total number of projects in the operations stage to 1,197.

Other Developments

Following are several other recent developments of importance to the nation's soil and water conservation programs.

1. Improvements in the upstream watershed program were recommended by participants in the National Watershed Congress held in Washington, D.C., in June 1977. They include increased emphasis on land treatment and nonstructural means of flood prevention, deauthorization of inactive projects, increased use of post-project evaluations, testing of a new system of two-stage planning to speed application of conservation measures, and a "model" program in which the latest planning and environmental procedures would be demonstrated in 10 selected watersheds.

2. Conservation districts and cooperating agencies completed the first comprehensive inventory of private recreational facilities throughout the United States. Of the 71,500 campgrounds, fishing areas, hunting preserves, and other enterprises surveyed, 44,350 were found to be operated for profit. The information will be used by districts, state recreation and planning agencies, and the Heritage Conservation and Recreation Service to help plan for future recreational needs.

3. Environmental education seminars were held with conservation district leaders from every state to plan accelerated efforts to incorporate resource conservation and environmental studies in school and college curriculums.

4. Provisions for reclamation of abandoned surface-mined areas were included in the new federal strip-mine reclamation law. Over 39,000 acres were reclaimed during 1978.

5. A study of the provisions of state laws governing the establishment and functions of conservation districts and state soil and water conservation agencies was completed by the National Association of Conservation Districts and the Office of the General Counsel of the U.S. Department of Agriculture. Over 200 changes in these laws have been enacted during the past decade—principally in the direction of broadening the authorities and responsibilities of the districts.

Selected References

Environmental Protection Agency. *Conservation Districts and 208 Water Quality Management*. Washington, D.C., 1977.

National Association of Conservation Districts. *Erosion and Sediment Control Programs: Six Case Studies*. Sediment Control and Manpower Project, Washington, D.C., 1976.

National Association of Conservation Districts. *Inventory of Private Recreation Facilities*. League City, Texas, 1977.

Soil Conservation Service, U.S. Department of Agriculture. *Soil Conservation*. Washington, D.C., March 1979.

EROSION AND SEDIMENT CONTROL LEGISLATION: PRINCIPAL PROVISIONS*

As of October 1979

	Type of state law			*State responsibilities*					*Agency responsibilities*				
									Assist local agencies with				
State or other jurisdiction	*Erosion and sediment control*	*Conservation districts*	*Water quality & stream control*	*Develop policies & programs*	*Develop criteria standards & guidelines*	*Adopt rules & regulations*	*Approve local programs or plans*	*Perform enforcement functions*	*Ordinances, regulations, programs*	*Enforcement*	*Cost sharing*	*Approve state & federal agency plans*	*Adopt program if local agency fails to do so*
Delaware	★	...	...	★	★	★	★	★	...	...	★	★	★
Georgia	★	...	...	...	★(a)	★	...	★	...	...	...	...	★
Hawaii	★	...	...	...	★	...	...	...	...	...	...	...	★
Illinois	...	★	...	★	★	...	★	★	★	★	★	★	★
Iowa	...	★	...	★	...	...	★	...	★	...	★	...	...
Maine	...	...	★	...	...	...	...	...	...	...	...	...	...
Maryland	★	...	...	...	★	...	★	★	★	★	...	★	...
Michigan	★	...	...	...	★	★	★	...	...	★	...	...	...
Minnesota	...	★	...	★	★	★	★	...	...	...	★	...	...
Montana	...	...	★	...	★	★	...	...	...	...	★	...	...
Nevada	...	...	★	...	★	★	...	★	...	...	...	...	...
New Hampshire	...	...	★	...	...	★	...	...	...	...	...	...	...
New Jersey	★	...	...	★	★	...	★	...	★	...	(b)	...	...
New York	...	★	...	...	...	...	...	...	...	...	...	...	...
North Carolina	★	...	...	★	★	★	★	★	★	...	...	...	★
Ohio	★	★	...	...	★	★	★	★	...	★	★	...	★
Pennsylvania	...	...	★(c)	★	★	★	★	★	...	...	...	...	...
South Carolina	★	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	★	...	...	...	★	★	...	★	...	...	...	...	...
Virginia	★	★	...	★	★	...	★	...	...	...	...	...	★
Dist. of Col.	★	...	...	...	★	...	★	★	★	★	...	...	...
Virgin Islands	★	...	...	...	...	★	★	★	...	...	...	...	★

**Source:* National Association of Conservation Districts.
(a) Established by law.
(b) May assist with grants.
(c) Authorities contained in laws and regulations.

STATUS OF WATERSHED APPLICATIONS*

(Under Public Law 83-566)

Cumulative to August 1, 1979

State or other jurisdiction	Applications		Planning		Operations	
	No.	*Acres (1,000)*	*No.*	*Acres (1,000)*	*No.*	*Acres (1,000)*
Total	2,683	207,743.8	1,781	131,758.8	1,220	78,497.5
Alabama	69	4,551.7	44	3,028.4	33	2,109.0
Alaska	2	204.8	0	0	0	0
Arizona	27	2,759.5	18	1,931.0	13	1,136.1
Arkansas	96	8,128.5	76	6,566.7	55	3,142.4
California	80	5,591.6	48	3,214.5	22	931.1
Colorado	54	4,208.5	33	2,161.5	18	1,066.0
Connecticut	23	366.8	16	287.6	10	142.2
Delaware	5	351.9	5	351.9	4	282.8
Florida	42	2,946.8	33	2,381.2	20	1,230.9
Georgia	97	6,985.3	75	5,266.6	62	3,860.5
Hawaii	12	542.4	11	525.4	8	474.5
Idaho	22	1,751.4	21	1,736.9	6	303.1
Illinois	67	4,445.8	43	2,709.9	20	991.8
Indiana	96	7,357.1	57	4,395.5	36	2,288.3
Iowa	93	3,207.5	56	1,167.3	45	880.0
Kansas	99	11,200.7	70	7,309.0	49	4,995.2
Kentucky	60	3,727.1	44	2,856.7	31	2,141.3
Louisiana	74	8,546.2	53	6,227.8	38	4,570.1
Maine	29	1,856.9	18	1,055.9	10	519.7
Maryland	39	1,618.7	30	1,038.3	17	276.7
Massachusetts	19	714.4	16	603.4	11	458.5
Michigan	35	2,289.9	27	1,438.6	20	864.4
Minnesota	48	4,146.8	27	2,328.2	16	1,194.6
Mississippi	88	6,647.8	68	5,437.8	53	3,946.1
Missouri	82	7,002.8	34	2,442.0	20	985.9
Montana	54	4,243.2	26	1,630.9	14	632.9
Nebraska	79	6,968.1	58	3,935.6	43	2,667.0
Nevada	29	3,646.7	15	2,060.2	5	388.1
New Hampshire	13	1,039.5	12	1,021.3	7	456.8
New Jersey	22	400.1	17	376.3	12	252.6
New Mexico	70	6,567.9	39	3,048.5	28	1,681.7
New York	36	1,971.8	22	1,182.6	17	819.2
North Carolina	77	5,007.1	60	3,313.7	45	1,979.6
North Dakota	37	5,479.6	29	4,535.8	18	2,518.4
Ohio	72	7,290.0	25	2,269.9	15	1,025.9
Oklahoma	112	11,774.8	75	7,788.9	65	6,437.6
Oregon	40	4,505.3	24	2,324.3	15	966.5
Pennsylvania	47	2,119.0	33	1,875.7	23	1,141.1
Rhode Island	2	104.2	2	104.2	0	0
South Carolina	54	2,731.2	47	2,479.0	38	1,678.9
South Dakota	27	2,417.3	22	1,623.0	14	525.2
Tennessee	88	4,331.5	52	2,549.6	35	1,463.7
Texas	138	14,271.6	107	11,335.6	87	8,833.2
Utah	42	4,390.9	22	2,247.0	12	1,305.6
Vermont	11	822.1	9	737.6	4	62.9
Virginia	67	3,051.3	37	2,041.1	30	1,615.1
Washington	50	2,891.3	23	1,032.4	13	294.5
West Virginia	56	2,154.0	37	1,338.1	23	822.0
Wisconsin	48	2,604.5	36	2,173.1	25	1,307.7
Wyoming	48	5,467.2	24	1,979.5	12	578.1
Caribbean Area	6	342.7	5	292.8	3	252.0

---

*Prepared by the Soil Conservation Service, U.S. Department of Agriculture.

STATUS OF RESOURCE CONSERVATION AND DEVELOPMENT PROGRAMS*

As of March 31, 1979†

State or other jurisdiction	Applications on hand		Authorized for assistance		Plan designs accepted		RC&D area plans accepted	
	No.	Acres (1,000)	No.	Acres (1,000)	No.	Acres (1,000)	No.	Acres (1,000)
Total	64	278,281	178	756,019	178	756,019	172	721,736
Alabama	4	14,545	4	16,026	4	16,026	4	16,026
Arizona	1	15,356	4	44,151	4	44,151	4	44,151
Arkansas	3	9,223	5	24,359	5	24,359	5	24,359
California	3	25,765	3	13,748	3	13,748	2	10,634
Colorado	2	11,010	5	39,715	5	39,715	5	39,715
Connecticut	...	...	2	2,128	2	2,128	2	2,128
Delaware	...	...	1	1,266	1	1,266	1	1,266
Florida	...	...	3	9,985	3	9,985	3	9,985
Georgia	3	3,161	5	6,486	5	6,486	5	6,486
Hawaii	1	402	2	3,298	2	3,298	2	3,298
Idaho	1	12,264	3	20,161	3	20,161	3	20,161
Illinois	...	...	4	9,296	4	9,296	4	9,296
Indiana	1	1,972	5	7,497	5	7,497	5	7,497
Iowa	2	4,951	4	6,686	4	6,686	4	6,686
Kansas	...	...	5	15,673	5	15,673	5	15,673
Kentucky	1	2,533	5	9,843	5	9,843	5	9,843
Louisiana	1	4,332	3	9,375	3	9,375	3	9,375
Maine	...	...	4	9,298	4	9,298	4	9,298
Maryland	1	3,049	1	668	1	668	1	668
Massachusetts	...	...	2	2,267	2	2,267	2	2,267
Michigan	...	...	4	19,229	4	19,229	4	19,229
Minnesota	2	17,961	4	25,791	4	25,791	4	25,791
Mississippi	1	2,710	4	27,467	4	27,467	4	27,467
Missouri	1	2,766	5	17,653	5	17,653	5	17,653
Montana	...	...	3	16,857	3	16,857	3	16,857
Nebraska	...	...	2	16,664	2	16,664	2	16,664
Nevada	...	55	2	19,919	2	19,919	2	19,919
New Hampshire	...	...	1	3,161	1	3,161	1	3,161
New Jersey	...	...	2	3,071	2	3,071	1	569
New Mexico	...	...	6	63,853	6	63,853	4	47,426
New York	2	5,051	5	16,180	5	16,180	5	16,180
North Carolina	3	5,007	6	11,644	6	11,644	6	11,644
North Dakota	3	13,671	5	30,734	5	30,734	4	23,906
Ohio	...	...	5	8,028	5	8,028	5	8,028
Oklahoma	5	16,487	4	16,808	4	16,808	4	16,808
Oregon	...	...	4	16,639	4	16,639	4	16,639
Pennsylvania	1	2,550	4	11,933	4	11,933	4	11,933
Rhode Island	...	...	1	671	1	671	1	671
South Carolina	1	1,856	4	9,128	4	9,128	4	9,128
South Dakota	4	27,506	4	16,708	4	16,708	4	16,708
Tennessee	...	...	4	9,621	4	9,621	4	9,621
Texas	9	43,966	9	35,836	9	35,836	9	35,836
Utah	3	20,127	3	22,363	3	22,363	2	16,951
Vermont	...	...	2	3,156	2	3,156	2	3,156
Virginia	...	...	1	2,018	1	2,018	1	2,018
Washington	...	...	2	7,310	2	7,310	2	7,310
West Virginia	1	2,970	4	9,082	4	9,082	4	9,082
Wisconsin	3	6,246	4	22,581	4	22,581	4	22,581
Wyoming	...	...	3	39,903	3	39,903	3	39,903
Caribbean area	...	789	1	85	1	85	1	85

---

*Source: Soil Conservation Service, U.S. Department of Agriculture.

†For multistate applications and areas, the number is tabulated for the state having leadership. The acreage column reflects actual acreage in each state.

CONSERVATION DISTRICTS*
As of September 31, 1979

State or other jurisdiction	*Date district law became effective*	*Districts organized (a) (number)*	*Approximate area and farms within organized districts*			*Districts having memoranda of understanding with USDA (b) (number)*
			Total area (1,000 acres)	*Farms (thousands)*	*Land in farms (1,000 acres)*	
Total	...	2,921	2,214,712	2,566	1,037,259	2,897
Alabama	Mar. 18, 1939	67	33,030	57	13,652	67
Alaska	Mar. 25, 1947	1	375,304	1	1,604	1
Arizona	June 16, 1941	31	60,340	6	28,809	30
Arkansas	July 1, 1937	76	33,430	75	15,695	76
California	June 26, 1938	130	74,700	56	26,763	136
Colorado	May 6, 1937	83	61,432	30	37,511	82
Connecticut	July 18, 1945	8	3,132	4	541	8
Delaware	Apr. 2, 1943	3	1,266	3	674	3
Florida	June 10, 1937	60	33,866	31	13,583	60
Georgia	Mar. 23, 1937	28	37,190	55	15,806	27
Hawaii	May 19, 1947	15	4,118	4	2,058	15
Idaho	Mar. 9, 1939	51	52,578	26	14,501	50
Illinois	July 9, 1937	98	33,577	112	29,773	98
Indiana	Mar. 11, 1937	92	23,102	88	17,573	92
Iowa	July 4, 1939	100	35,883	152	34,070	100
Kansas	Apr. 10, 1937	105	52,649	86	49,390	105
Kentucky	June 11, 1940	121	25,377	102	15,950	121
Louisiana	July 27, 1938	36	30,159	42	9,757	35
Maine	Mar. 25, 1941	16	17,539	6	1,759	16
Maryland	June 1, 1937	24	6,282	17	2,803	24
Massachusetts	June 28, 1945	15	4,973	4	701	15
Michigan	July 23, 1937	85	37,241	64	11,905	85
Minnesota	Apr. 26, 1937	92	50,659	111	28,743	92
Mississippi	Apr. 4, 1938	82	30,631	54	16,040	82
Missouri	July 23, 1943	110	42,084	112	31,578	109
Montana	Feb. 28, 1939	59	91,619	24	62,680	59
Nebraska	May 18, 1937	24	48,982	68	47,225	24
Nevada	Mar. 30, 1937	30	70,602	75	12,033	32
New Hampshire	May 10, 1945	10	5,955	2	613	10
New Jersey	July 1, 1937	16	4,813	7	1,036	15
New Mexico	Mar. 17, 1937	49	62,415	23	42,630	50
New York	July 20, 1940	57	30,489	46	10,146	56
North Carolina	Mar. 22, 1937	92	31,229	100	12,833	92
North Dakota	Mar. 16, 1937	62	45,141	43	43,156	60
Ohio	June 5, 1941	88	26,383	92	17,085	88
Oklahoma	Apr. 15, 1937	88	44,726	105	35,769	88
Oregon	Apr. 7, 1939	48	60,603	33	17,631	54
Pennsylvania	July 2, 1937	66	28,927	53	8,898	66
Rhode Island	Apr. 26, 1943	3	677	1	69	3
South Carolina	Apr. 17, 1937	46	19,345	29	6,992	44
South Dakota	July 1, 1937	69	49,309	44	44,891	68
Tennessee	Mar. 10, 1939	95	26,444	101	15,057	95
Texas	Apr. 24, 1939	199	169,355	174	137,414	190
Utah	Mar. 23, 1937	40	49,229	16	10,229	39
Vermont	Apr. 18, 1939	14	5,935	6	1,916	14
Virginia	Apr. 1, 1938	42	25,630	54	10,572	35
Washington	Mar. 17, 1939	52	41,623	34	17,560	44
West Virginia	June 12, 1939	14	15,411	17	4,341	14
Wisconsin	July 1, 1937	72	34,858	89	18,109	72
Wyoming	May 22, 1941	39	62,422	10	35,799	38
Puerto Rico	July 1, 1946	17	2,189	30	1,336	18
Virgin Islands	June 1946	1	110	...	...	...

---

*Prepared by the Soil Conservation Service, U.S. Department of Agriculture. The term conservation district may be prefixed by resource, soil, water, natural resource, or other descriptive names due to variance in individual state laws.

(a) For specific procedure on organization of soil conservation districts, reference should be made to each of the respective state soil conservation districts' laws.

(b) Upon request, the U.S. Department of Agriculture enters into memoranda of understanding with districts for such assistance from the departmental agencies as may be available.

ENERGY

By Steven Elstein*

RECENT ENERGY SHORTAGES have brought about a realization that the United States can no longer expect cheap and dependable energy. With this comes an awareness of a reliance upon foreign nations for energy supplies and the threat of supply interruptions and spiraling costs.

Policy questions raised by these energy problems are a challenge to decisionmakers at all levels of government. The federal establishment has been unable to effectively develop a comprehensive national energy policy. The U.S. Department of Energy (DOE), established in 1977 to consolidate energy functions into a single agency, has thus far exhibited a lack of basic policy direction. Moreover, many energy functions remain in other federal agencies, often fragmented and uncoordinated. Congress, unable to achieve a consensus on many pressing energy issues, has contributed to the problem.

Within this context, states have assumed a role in the development and implementation of energy programs. This effort, however, was only partially induced by federal stagnation. State government is uniquely suited to assume a lead role in many areas of energy policy. This is especially true in areas of traditional state jurisdiction, such as utility regulation, building codes, and transportation planning. New initiatives have also been launched. States have financed and administered a variety of imaginative conservation programs, have embarked on research, development, and demonstration of alternative energy sources, and have established innovative mechanisms to assist communities in coping with the rapid expansion that inevitably follows energy development. These initiatives, however, are only a beginning. They must be expanded in depth and in scope if they are to make a significant contribution toward solving energy-related problems.

Energy Reorganization

One of the most important challenges for the states has been the reorganization of administrative structures to grapple with a relatively unique set of emerging issues. In the early 1970s, most states formed temporary offices to deal with short-term and unpredictable questions of fuel shortages and allocations. As they came to grips with the broad scope of these problems, however, states began to experiment with permanent administrative structures to develop energy programs and engage in comprehensive energy planning. These reorganizations came in recognition of the need for an adequate management capacity to cope with a wide range of complex and long-term issues.

States exhibit a large variance in organizational structure, location, and responsibilities of lead energy agencies. These agencies have been formed in governors' offices, in councils responsible to both governors and legislatures, and in departments of administration, commerce, economic development, and natural resources. Staffing patterns also vary

---

*Mr. Elstein, a former member of the Council's research staff and author of *State Energy Policy Issues* (Lexington, Ky.: The Council of State Governments, 1979), is with the Kentucky Department of Energy.

considerably. California's Energy Commission maintains a staff of several hundred, while some energy agencies have skeleton staffs which contract all program activities to other agencies.

Despite these variations, the trend among state energy organizations has been toward expanding their purview over energy matters and toward administrative consolidation. As of November 1979, department-level agencies were established in 13 states—Arkansas, California, Illinois, Kentucky, Minnesota, Nevada, New Jersey, New Mexico, Ohio, Oklahoma, Oregon, Tennessee, and Texas—with responsibility for comprehensive energy planning and management. Kentucky's experience is a classic illustration, depicting an evolution from fragmentation toward comprehensive energy planning and management. Governor Julian Carroll consolidated many of the state's energy research functions by executive order when he established the Kentucky Center for Energy Research in August 1975. In the following year, the legislature combined many functions relating to allocation, conservation, and resource development when it established the state's Department of Energy. The department was located in the Development Cabinet and headed by a commissioner, appointed by the governor. The 1978 legislature subsequently joined the two agencies in a new cabinet-level Department of Energy. Thus, energy research, conservation, production, and distribution functions were combined in a single cabinet-level agency directly responsible to the governor.

Emergency Planning

Energy supply interruptions in the past few years have caused serious economic dislocations and threatened public health and safety. In order to mitigate the adverse effects of these emergencies, state and federal authorities have attempted to improve their ability to respond to them.

The record of the federal government in this area has been inadequate. Citing DOE's performance during the coal strike in the winter of 1977-78 as an example, the U.S. General Accounting Office stated that the agency lacked interagency coordination, relied upon an insufficient forecasting capability, and interacted poorly with state government and the private sector.[1]

Problems at the federal level have confirmed the conviction of many that states must assume more responsibility for energy emergency planning. This was recognized to some extent by the federal government through programs such as the state gasoline set-aside program. Refiners and other major suppliers are required to hold 5 percent of their total gasoline stocks in reserve. States may then distribute the gasoline each month to meet emergency needs.

Of primary importance, however, has been the need to delegate, within each state, the authority for responding to an emergency and for developing an emergency allocation plan. Many states have enacted this type of legislation in recent years, and energy emergency planning has been designated an important responsibility of most state energy agencies. Energy emergency statutes often include broad statements that grant authority "to meet extraordinary conditions arising out of a crisis, by taking such steps as are necessary and appropriate to protect the peace, health, safety, and welfare of the people."[2] They are in most cases followed by provisions for specific emergency measures relating to conservation, allocation, and, in some cases, legislative review. An example is Montana's energy emergency law, enacted in anticipation of a possible lack of water for hydroelectric generation. The law was based, in part, on statutes of other northwestern states, although it granted more authority to the legislature. A two-part graduated emergency response was established. Under an energy supply alert, the governor, with the advice of the legislative leadership, can require state and local agencies to curtail energy use for 90 days. Under an energy emergency, the governor can suspend environmental requirements, allocate supplies, and order conservation measures for all users. However, the state's Consumer Commission must be consulted, and the declaration of emergency is effective for only 14 days unless extended by the legislature.

Energy Conservation

Energy conservation has been accepted as the most effective way to address short-term energy problems. It is far less expensive to save a barrel of oil through conservation than it is to produce or import one.

State government, through a variety of federal laws and programs, has played an integral role in the national effort to conserve energy. The states, however, with far-reaching authority in building codes, utility rates, transportation planning, and public education, have frequently expanded upon federal programs and initiated their own strategies.

One of the most important opportunities for energy conservation has been in the building sector. Energy experts note that sigificant energy savings can be made when conservation standards are incorporated directly into a statewide building code. While this has been accomplished in some parts of the country, many states still do not have state building codes. States without these codes face problems in developing building conservation measures and enforcing them at the local level.

Other state initiatives to encourage conservation in the building sector include financial incentives for building efficiency, standards for conservation materials and installation, and the use of life-cycle cost analysis in state-financed building construction.

Considerable achievements have also been made in the utility sector through electric utility rate reform. While the National Energy Act mandates consideration of certain rate standards, state utility commissions have adopted and are continuing to adopt many of these standards. A major step in many states has been to phase out declining block rates, which allow for lower per-unit costs for successive increments of consumption. Other approaches have been geared toward assisting utilities to operate efficiently by making electric demand more uniform. These strategies include peak-load pricing, interruptible rates, and other so-called "load management" techniques.

The transportation sector accounts for roughly 25 percent of the nation's energy use and yet has one of the poorest energy efficiency records. Several states report a high degree of success in conserving gasoline through van pooling programs administered by their transportation agencies. Van pooling—the use of vans for car pooling employees to and from work—has been particularly effective in satisfying long-distance commuter needs. Studies have shown that in addition to conserving gasoline, van pools have resulted in significant reductions in transportation costs, traffic congestion, air and noise pollution, and parking problems.

Finally, many states have initiated vigorous outreach programs to educate the public on methods to conserve energy. State energy offices have used a wide array of techniques, such as newsletters, workshops, public meetings, and classroom sessions. These efforts received a boost with the implementation of the state-administered Energy Extension Service, funded by DOE. Designed to address the energy information needs of the residential, agricultural, and small commercial sectors, it began with two-year demonstration programs in 10 states and is scheduled to expand nationwide in 1980. Many states have broadened their programs to include other sectors, such as public institutions, hospitals, financial institutions, and private industry.

Initiatives for Resource Development

Energy shortages have prompted states to become increasingly concerned with energy supply problems unique to their own jurisdictions. The result has been an increased commitment on the part of many states to promote the development and utilization of indigenous resources to meet their particular energy needs. These efforts are characterized by the diverse approaches necessary for a national effort to develop energy resources. Thus, state initiatives include a combination of technical research, development and demonstration programs (RD&D); financial incentives; and the removal of institutional barriers that impede resource development.

State RD&D support has surged dramatically. Many states have sponsored or conducted RD&D programs for fossil fuels as well as renewable resources. Some have formed energy development trust funds or permanent agencies specifically for this task. New Mexico, for example, has developed a model program to use the resources of its state universities for a statewide RD&D program. The state's Energy Resources Board established energy institutes at the University of New Mexico (UNM), New Mexico State University (NMSU), and the New Mexico Institute of Mining and Technology (NMIMT). Each institute defines, plans, coordinates, and promotes its energy research agenda on a statewide basis. The institutes conduct their activities on a wide range of program areas. The institute at UNM directs research into energy conservation, socioeconomics, the nuclear fuel cycle, and synthetic fuels. NMSU's institute is responsible for research in solar, geothermal, and wind energy, and waste conversion. Activities at NMIMT include exploration projects in coal, gas, oil, and enhanced oil recovery.

States have made extensive use of tax policy to encourage resource development, especially renewable resources such as solar, wind, and hydroelectric power. The most extensive commitment has been made for solar energy. The majority of states now provide some type of financial incentive for solar energy users through property, income, or sales tax relief. These incentives are also used to encourage wind and small-scale hydroelectric systems, although to a lesser degree. Many states now provide tax relief for geothermal energy as well. Colorado, Montana, and Oregon allow for a 25 percent income tax credit for residential users. The credit can be applied to the cost of drilling, heat exchangers, piping, and other materials.

Legal and institutional barriers often exist which may inhibit state efforts to develop energy resources. In view of the commitment they have made to encourage this development, states have acted to remove these barriers, particularly in the case of solar energy. Many states have passed laws to encourage access to sunlight for solar energy users and to ensure that building codes require standards which are compatible with eventual installation of solar devices. Solar energy equipment standards have also been developed to raise consumer confidence in the quality of products manufactured.

Several states investigated the extent to which electric utility rate structures discriminate against renewable resource devices. Some utilities have refused to buy excess power generated by these projects. The case has more often been that utilities would discourage these enterprises by offering low reimbursement for the power generated. Maine's legislature in 1978 reacted strongly to this type of discrimination as it related to small-scale hydroelectric projects. A law was passed which allowed the state's Public Utility Commission to determine a "just and reasonable" price for the sale of electricity to utilities by small hydroelectric developers.

Environmental Issues

America's current reliance on nonrenewable energy sources has led to adverse environmental consequences at all stages of the energy cycle—its development, transportation, use, and, when necessary, disposal of waste. State government is, therefore, faced with the vexing question of how much environmental deterioration should be sustained to develop and use the nation's indigenous energy resources. The problem also challenges state officials to implement effective and imaginative programs to minimize the damage.

One method states have chosen to meet this challenge is the enactment of power plant siting laws. Siting procedures determine whether or not a need exists to build a power plant, and then the environmental suitability of a proposed project. At least 34 states have passed facility siting laws, most of which provide for comprehensive siting processes or supplement existing ones. They generally address a broad range of energy facilities and mandate five-, 10-, and 20-year forecasts of energy supply and demand. Identification of future site locations, adequate public hearings, and a control permit process are also included. Yet, while they have augmented the comprehensiveness of their siting procedures, states have also recognized the need to streamline them to make them responsive to public need. Washington was the first state to establish a comprehensive one-stop power plant siting procedure. The Environmental Coordination Procedures Act (ECPA) of 1970 provided for state-funded county permit information centers to educate the public about the new process. Applicants were also given the option of a coordinated review and decision-making process through the use of a master application, instead of having to prepare an application for each agency's permit. Since the passage of ECPA in Washington, over one half the states have taken some type of action to expedite their facility siting process.

States have also sought to control the adverse effects of extracting energy products from their lands and coastal areas. While this type of development often serves to increase a region's tax base and spur economic growth, many feel that their environmental consequences are too costly. This is particularly true for the 25 states where surface mining of coal currently takes place. Many of these states have taken the initiative by enacting their own surface-mining laws. In many cases, funds raised through a state coal severance tax were used to assist efforts to mitigate environmental degredation.

The federal Surface Mining Control and Reclamation Act of 1977 was passed to expand and upgrade these efforts. The law has been embroiled in bitter debate since the Department of the Interior's initial attempts to implement it. States have asserted that while the intent of the law is good, the Department of the Interior undermined the pivotal role of the states as envisioned by Congress. A number of basic jurisdictional questions between states and federal authorities are still at issue—over two years after passage of the act.

Once energy products are extracted and transported, environmental concerns with their use still remain. This is particularly true for nuclear and coal-burning facilities which release hazardous by-products. The emission of sulphur dioxide and other substances by coal-fired plants has led to concern over their effects on human health and environmental pollution. The nuclear industry's fate may, in the long term, be determined by its ability to safely deal with the problem of glutted waste repositories.

While states have long been concerned with these serious problems, the accident at the Three Mile Island nuclear power plant in March 1979 focused their immediate attention on the question of nuclear reactor safety. State officials across the nation have questioned their ability to respond to a similar accident, for while response on the reactor site is within federal jurisdiction, response to an offsite emergency is a state and local responsibility. A report by GAO, prepared just before the incident, was pessimistic, stating that "while utilities appeared prepared to respond to releases of radioactive materials contained within plant boundaries, state and local government planning and preparedness cast doubt on whether effective actions could be taken to protect the public should a significant release extend offsite."[3] The same lack of confidence was generally expressed by state officials after the accident, leading to comprehensive internal review of their planning and response capabilities.

Social and Economic Issues

Energy issues have become deeply interwoven with many social and economic factors. This applies to both the production and consumption phases of the energy cycle. On the production side, communities where energy resources are developed have experienced serious problems brought about by rapid expansion. On the consumption side, energy users are confronted with spiraling costs—a problem particularly important to low-income groups.

In recognition of the diverse impacts on local communities from energy development, state governments have established several mechanisms to provide them with direct financial assistance. These schemes allow for the flexibility needed in making improvements that would not otherwise be available through direct state involvement. The most successful funding mechanism in many coal-producing states has been the severance tax. The tax compensates the state for the loss of a depletable resource and allows the state to pass on this additional energy cost to the consumer. Wyoming enacted a special severance tax as part of the foundation for a comprehensive legislative impact assistance program. The primary purpose of the program was the establishment of the Wyoming Community Development Authority (WCDA), with the power to issue up to $100 million in tax-exempt revenue bonds. The proceeds of the bonds are then made available to affected communities through loans. Additional support is made available in grants and pledges of revenue through the state's Farm Loan Board.

Several states, including Montana and Utah, have also experimented with prepayment of taxes by industries engaged in energy development. Revenues, therefore, become available early when they are most needed and are earmarked for impact mitigation programs. Utah's Resource and Development Act authorized prepayment of sales and use taxes, while Montana's legislation allowed for voluntary prepayment of property taxes. In the latter case, developers were given the option of prepayment in return for a lower assessment.

States have also been challenged to alleviate the effects of rising energy costs on consumers, especially the poor and elderly. Some have supplemented existing federal programs which provide financial assistance to weatherize low-income homes. These efforts include grants or loans to cover material and labor costs for weatherization, or counseling programs to assist people in making no-cost or low-cost improvements to reduce fuel bills.

The most promising avenue available to states, however, has been their authority in utility regulation. Many states have sought to ensure the health and safety of low-income residents by prohibiting arbitrary termination of service by utility companies. Other states have emphasized adjustments in utility rates to ensure that all residents receive minimal energy requirements. The most effective mechanism to accomplish this has been the implementation of lifeline rates. These rates provide for a low uniform charge for the first several hundred kilowatt-hours of consumption per month, designed to cover necessary electric service. They may be incorporated directly into the rate structure or targeted specifically toward the elderly and poor.

The greatest financial burden for many has been widespread use by utilities of the controversial fuel adjustment clause (FAC). FACs permit utilities to automatically pass on their increases in energy costs directly to consumers. Abuse of FACs by some utilities has led to a public outcry to control or eliminate them. The Public Service Commission banned FACs in West Virginia, where fuel costs tripled in a five-year period. The commission noted that some utilities used one method for computing fuel costs for fuel adjustment purposes and another for tax and utility reporting purposes. Some utilities which owned their own fuel artificially marked up fuel costs and passed the increases on to their customers. In light of these practices, other states have sought to ban or regulate FACs.

Conclusion

America's capacity to function as a modern industrialized nation rests, in large part, on its ability to meet the demand for energy. A disruption in the supply of energy can have severe consequences, as demonstrated several times in recent years. While the nation has begun to implement components of a national energy policy, formidable tasks lie ahead.

State government has sought to play an active part in this process. If its role is to be truly effective, however, two fundamental strategies must be pursued.

First, the states must work with the federal establishment to resolve basic intergovernmental problems in energy policy. Jurisdictional uncertainties have entered into areas of traditionally defined state and federal roles, frequently fostering bitterness and confrontation. In areas where jurisdictional problems have been settled, federal and state officials often lack the mechanisms to effectively work together. Policies are often developed at the federal level with little input from other levels of government. The matter is further complicated by reporting requirements and restrictions which further inhibit the ability of state and local officials to adapt programs to their needs.

Second, states should expand their efforts to initiate their own programs to solve energy-related problems. Past efforts have demonstrated an ability by states to develop creative and effective programs to address their individual energy needs. State government now has the opportunity to build upon its experience in order to make its full contribution toward a national energy policy. In view of the magnitude of the problems facing the nation, this is not only an opportunity, it is also a responsibility.

Footnotes

1. U.S. General Accounting Office, *Improved Energy Contingency Planning Is Needed to Manage Future Energy Shortages More Effectively* (Washington, D.C.: 1978).

2. Nancy L. Ginn, *Energy Emergency Preparedness: An Overview of State Authority* (Washington, D.C.: National Governors' Association, 1978).

3. Bureau of National Affairs, *Energy Users Report*, May 10, 1979.

STATE ENERGY ACTIONS

		Tax incentives for renewable energy sources								
		Solar			*Geothermal*		*Wind*			
State	*Emergency energy legislation*	*Property*	*Income*	*Sales*	*Property*	*Income*	*Property*	*Income*	*Facility siting process*	*Energy efficiency building standards*
Alabama	...	...	...	...	...	...	...	...	★	ASHRAE
Alaska	...	...	...	...	...	...	...	...	★	...
Arizona	★	★	★	★	...	★	...	...	★	ASHRAE
Arkansas	...	...	★	...	...	★	...	★	★	NCSBCS (a)
California (g)	★	...	★	...	...	...	...	...	★	...
Colorado	★	★	★	...	...	★	...	★	★	...
Connecticut	★	★	...	★	...	...	...	...	★	ASHRAE
Delaware	...	...	★	...	...	...	...	...	★	ASHRAE
Florida	★	★	...	★	...	...	...	...	...	ASHRAE
Georgia	★	★	...	★	...	...	...	...	...	ASHRAE
Hawaii	★	★	★	...	...	...	★	...	...	ASHRAE (b)
Idaho	★	...	★	...	...	★	...	★	...	ICBO
Illinois	★	★	...	...	...	...	...	...	...	...
Indiana	...	★	...	...	...	...	...	...	...	NCSBCS
Iowa	★	★	...	...	...	...	★	...	★	ASHRAE
Kansas	★	★	★	...	...	...	★	★	★	Other
Kentucky	★	...	...	...	...	...	...	...	★	...
Louisiana	★	★	...	...	...	...	...	...	...	...
Maine	★	★	★	★	...	★	...	★	★	ASHRAE-BOCA
Maryland	★	★	...	...	...	...	...	...	★	State
Massachusetts	...	★	★	...	...	...	★	★	★	NCSB[illegible]
Michigan	★	★	★	★	...	...	★	★	...	ASHRAE
Minnesota	★	★	★	...	...	...	★	★	★	ASHRAE
Mississippi	...	...	★	...	...	...	...	...	...	ASHRAE
Missouri	...	...	...	...	...	...	...	...	★	...
Montana	★	★	★	...	...	★	★	★	★	Other
Nebraska	...	...	...	...	...	...	...	...	★	...
Nevada	★	★	...	...	★	...	★	...	★	Other
New Hampshire	★	★	...	...	...	...	★	...	★	ASHRAE-BOCA
New Jersey	★	★	...	★	...	...	★	...	★	ASHRAE
New Mexico	...	...	★	...	...	...	...	...	★	ASHRAE-ICBO
New York	★	★	...	...	...	...	★	...	★	ASHRAE
North Carolina	★	★	★	...	...	...	...	...	★	ASHRAE (c)
North Dakota	...	★	★	...	...	...	...	★	★	NCSBCS
Ohio	★	★	★	★	...	...	★	★	★	(d)
Oklahoma	...	★	★	...	...	...	...	...	...	...
Oregon	★	★	★	...	★	★	★	★	★	State
Pennsylvania	...	...	...	...	...	...	...	...	...	...
Rhode Island	★	★	...	...	...	...	...	...	★	(e)
South Carolina	★	...	...	...	...	...	...	...	★	SBCCI (f)
South Dakota	★	★	...	...	...	...	...	...	★	Other
Tennessee	★	...	...	...	...	...	...	...	★	...
Texas	...	★	...	★	...	...	★	...	...	Other
Utah	...	...	...	...	...	...	...	...	...	NCSBCS
Vermont	★	★	...	...	...	...	★	...	★	...
Virginia	★	★	...	...	...	...	...	...	...	ASHRAE-BOCA
Washington	★	★	...	...	...	...	...	...	★	ASHRAE
West Virginia	★	...	...	...	...	...	...	...	...	...
Wisconsin	★	...	★	...	...	...	...	★	★	ASHRAE
Wyoming	★	...	...	...	...	...	...	...	★	ICBO

Symbols:

ASHRAE—American Society of Heating, Refrigerating and Air Conditioning Engineers, Inc.

ICBO—International Conference of Building Officials

NCSBCS—National Conference of States on Building Codes and Standards

BOCA—Building Officials and Code Administrators International, Inc.

SBCCI—Southern Building Code Congress International, Inc.

(a) Code for Energy Conservation in New Building Construction developed by NCSBCS, which consists of BOCA, ICBO, and SBCCI.

(b) State statute prescribes as minimum standards for counties.

(c) State Building Code based on ASHRAE.

(d) Set by State Board of Building Standards.

(e) Model code developed jointly by BOCA, ICBO, NCSBCS, and SBCCI.

(f) State Building Code based on Appendix J.

(g) No response. Information is from 1978-79 edition of *Book of the States.*

NET GENERATION OF ELECTRIC UTILITIES: 1978*

State or other jurisdiction	Total megawatt-hours	Percentage generated, by source					
		Hydro	Coal	Oil	Gas	Nuclear	Other (a)
United States	2,206,514,700	12.7	44.3	16.5	13.8	12.5	0.2
Alabama	69,268,879	14.4	53.9	0.8	1.0	32.9	...
Alaska	2,907,845	16.2	11.3	14.1	58.3	...	...
Arizona	29,569,282	23.7	48.9	10.4	17.0	...	...
Arkansas	17,669,319	13.7	8.5	45.5	2.8	29.5	...
California	138,473,919	26.9	...	43.8	21.6	5.5	2.2
Colorado	20,993,608	6.4	78.2	1.8	10.7	2.9	...
Connecticut	25,820,043	1.4	0.1	44.9	...	53.6	...
Delaware	7,047,603	...	29.2	68.6	2.2	...	...
Florida	92,023,566	0.2	17.1	49.9	15.6	17.2	...
Georgia	52,525,337	7.0	77.4	6.5	0.9	8.1	...
Hawaii	6,261,363	0.3	...	99.7	...	...	...
Idaho	9,878,152	99.9	...	...	...	...	...
Illinois	106,830,507	0.1	59.4	7.9	1.8	30.8	...
Indiana	62,196,223	0.6	95.7	3.2	0.5	...	...
Iowa	17,588,027	5.3	82.2	2.4	3.2	6.9	...
Kansas	24,620,094	...	50.4	10.2	39.4	...	...
Kentucky	55,615,853	5.7	93.8	0.3	0.2	...	...
Louisiana	51,504,383	...	...	28.3	71.7	...	...
Maine	8,207,727	23.1	...	12.1	...	64.8	...
Maryland	35,132,853	4.9	35.3	31.5	0.1	28.2	...
Massachusetts	36,262,800	0.4	...	84.2	0.3	15.0	0.1
Michigan	74,534,338	1.3	63.9	14.6	2.6	17.6	...
Minnesota	32,703,267	2.8	58.4	3.0	0.4	35.4	...
Mississippi	19,009,395	...	18.9	62.6	18.5	...	...
Missouri	45,873,468	2.2	90.4	2.8	4.6	...	...
Montana	16,907,752	70.2	28.8	0.2	0.5	...	0.3
Nebraska	15,213,305	7.8	30.7	4.2	6.5	50.8	...
Nevada	12,940,076	12.9	57.9	13.0	16.2	...	...
New Hampshire	4,811,570	20.1	39.9	40.0	...	...	...
New Jersey	30,363,579	0.1	18.2	55.3	0.2	26.2	...
New Mexico	19,576,515	0.2	69.5	1.1	29.2	...	...
New York	113,121,167	22.8	12.3	45.6	0.9	18.4	...
North Carolina	65,332,705	8.6	74.2	1.5	...	15.7	...
North Dakota	12,907,764	23.5	76.2	0.3	...	...	...
Ohio	109,217,425	...	94.7	2.9	0.2	2.2	...
Oklahoma	40,841,671	4.3	8.2	0.3	87.2	...	...
Oregon	33,637,503	94.8	...	0.1	...	4.6	0.4
Pennsylvania	122,579,577	0.6	67.9	13.2	...	18.3	...
Rhode Island	559,249	0.7	...	99.3	...	...	...
South Carolina	42,348,208	7.5	36.3	9.3	1.0	45.9	...
South Dakota	9,806,558	69.3	29.6	1.1	...	...	...
Tennessee	58,939,242	14.9	81.1	4.0	...	...	...
Texas	184,055,055	0.4	17.8	2.2	79.6	...	...
Utah	8,627,184	8.6	83.9	1.0	6.5	...	...
Vermont	4,075,661	19.8	0.2	0.2	0.1	79.2	0.5
Virginia	41,211,628	3.1	25.4	37.1	0.2	34.2	...
Washington	99,138,695	89.5	6.3	...	...	4.2	...
West Virginia	61,981,781	0.7	98.0	1.3	...	...	...
Wisconsin	36,900,592	5.6	58.3	2.8	1.5	31.7	0.1
Wyoming	19,122,092	5.1	94.1	0.5	0.3	...	...
Dist. of Col.	1,780,295	...	...	100.0	...	...	...

*Source: U.S. Department of Energy.

(a) Includes generation by geothermal and wood.

ENERGY RESOURCE DEVELOPMENT*

State	Coal (thousands of short tons, 1977)	Crude petroleum (thousands of barrels, 1977)	Natural gas (millions of cubic feet, 1977)	Uranium ore (thousands of tons, 1978)
All states	691,344	3,009,265	20,943,778	16,190
Alabama	21,545	18,252	43,600	...
Alaska	705	169,201	269,111	...
Arizona	11,059	427	294	(a)
Arkansas	563	20,202	121,147	...
California	...	349,609	427,640	...
Colorado	11,989	39,460	186,028	(a)
Connecticut	...	...	...	...
Delaware	...	...	...	...
Florida	...	46,641	46,513	(a)
Georgia	226	...	...	...
Hawaii	...	...	...	...
Idaho	...	...	...	...
Illinois	53,493	25,608	1,556	...
Indiana	27,797	5,314	192	...
Iowa	513	...	...	...
Kansas	897	57,496	831,664	...
Kentucky	146,262	6,581	66,137	...
Louisiana	...	562,905	7,143,040	...
Maine	...	...	...	...
Maryland	3,036	...	75	...
Massachusetts	...	...	...	...
Michigan	...	36,892	121,631	...
Minnesota	...	43,022	89,914	...
Mississippi	...	60	29	...
Missouri	6,366	32,680	45,097	...
Montana	27,226	5,968	3,308	...
Nebraska	...	661	...	...
Nevada	...	...	...	...
New Hampshire	...	...	...	...
New Jersey	...	...	...	...
New Mexico	11,083	87,223	1,239,652	6,262
New York	...	824	9,235	...
North Carolina	...	...	...	...
North Dakota	12,028	23,273	34,207	...
Ohio	47,918	10,359	89,780	...
Oklahoma	5,978	156,382	1,842,189	...
Oregon	...	...	...	...
Pennsylvania	84,639	2,715	89,386	...
Rhode Island	...	...	...	...
South Carolina	...	...	...	...
South Dakota	...	632	52	...
Tennessee	9,433	820	532	...
Texas	15,865	1,137,880	7,665,932	(a)
Utah	8,581	33,113	78,646	(a)
Vermont	...	...	...	...
Virginia	37,624	2	6,937	...
Washington	5,057	...	...	(a)
West Virginia	95,433	2,518	153,322	...
Wisconsin	...	...	...	...
Wyoming	46,028	136,472	336,833	4,687

**Source:* U.S. Department of Energy.

(a) Only total figure for these six states available—5,241.

U.S. ENERGY PRODUCTION AND CONSUMPTION, BY FUEL TYPE: 1948-78*
(In quadrillion Btu)

	Coal (a)		Natural gas dry (b)		Petroleum		Hydropower		Nuclear power		Geothermal and other(e)		Total	
Year	Production	Consumption	Production	Consumption	Production (c)	Consumption (d)	Production	Consumption	Production	Consumption	Production	Consumption	Production	Consumption
1948	17.12	14.86	5.11	4.90	12.39	11.81	1.37	1.40	...	...	...	...	35.99	32.96
1949	12.53	12.60	5.38	5.15	11.39	11.89	1.42	1.45	...	...	...	...	30.73	31.07
1950	14.62	12.89	6.23	5.97	12.27	13.32	1.41	1.44	...	...	...	...	34.54	33.62
1951	15.04	13.20	7.42	7.05	13.96	14.43	1.42	1.46	...	...	...	...	37.83	36.11
1952	13.23	11.84	7.96	7.55	14.28	14.96	1.47	1.50	...	...	...	...	36.94	35.83
1953	12.74	11.87	8.35	7.91	14.73	15.57	1.41	1.44	...	...	...	...	27.23	36.78
1954	10.98	10.17	8.68	8.33	14.54	15.85	1.36	1.39	...	...	...	...	35.56	35.73
1955	12.72	11.52	9.34	9.00	15.65	17.26	1.36	1.41	...	...	...	...	39.08	39.18
1956	13.72	11.72	10.00	9.61	16.46	17.95	1.43	1.49	...	...	...	...	41.62	40.76
1957	13.42	11.14	10.60	10.19	16.47	17.94	1.52	1.56	...	...	...	...	42.00	40.81
1958	11.18	9.83	10.94	10.66	15.49	18.54	1.59	1.63	(f)	(f)	...	...	39.21	40.66
1959	11.08	9.79	11.95	11.72	16.31	19.27	1.55	1.59	(f)	(f)	...	...	40.90	42.36
1960	11.12	10.12	12.66	12.39	16.39	19.92	1.60	1.65	0.01	0.01	...	...	41.78	44.08
1961	10.73	9.89	13.11	12.93	16.73	20.22	1.65	1.68	0.02	0.02	...	...	42.27	44.72
1962	11.21	10.18	13.72	13.73	17.11	21.05	1.81	1.82	0.03	0.03	...	...	43.88	46.80
1963	12.15	10.69	14.51	14.40	17.68	21.70	1.77	1.77	0.04	0.04	...	...	46.15	48.60
1964	12.83	11.25	15.30	15.29	17.96	22.30	1.89	1.91	0.04	0.04	...	...	48.02	50.77
1965	13.38	11.89	15.78	15.77	18.40	23.25	2.06	2.06	0.04	0.04	...	...	49.66	52.99
1966	13.82	12.48	17.01	17.00	19.56	24.13	2.06	2.07	0.06	0.06	...	...	52.51	55.72
1967	14.19	12.24	17.94	17.94	20.83	25.28	2.35	2.35	0.09	0.09	...	...	55.40	57.88
1968	13.93	12.66	19.07	19.21	21.63	26.98	2.35	2.35	0.14	0.14	...	...	57.12	61.32
1969	14.20	12.72	20.45	20.68	21.98	28.34	2.65	2.66	0.15	0.15	...	...	59.43	64.51
1970	15.05	12.66	21.67	21.80	22.91	29.52	2.63	2.65	0.24	0.24	0.02	0.02	62.51	66.82
1971	13.59	12.01	22.28	22.47	22.57	30.56	3.11	2.86	0.41	0.41	0.02	0.02	61.98	68.30
1972	14.49	12.45	22.21	22.70	22.64	32.95	2.86	2.94	0.58	0.58	0.04	0.04	62.81	71.63
1973	14.39	13.30	22.19	22.51	22.06	34.84	2.86	3.01	0.91	0.91	0.05	0.05	62.46	74.61
1974	14.47	12.88	21.21	21.73	21.04	33.05	3.17	3.31	1.27	1.27	0.06	0.06	61.23	72.35
1975	15.19	12.82	19.64	19.95	20.10	32.73	3.15	3.22	1.90	1.90	0.07	0.07	60.06	70.71
1976	15.85	13.73	19.48	20.35	19.59	34.83	2.98	3.07	2.11	2.11	0.08	0.08	60.09	74.16
1977	15.90(g)	14.14	19.57	19.93	19.78	37.18	2.34	2.52	2.70	2.70	0.08	0.08	60.37(g)	76.56
1978 (g)	15.11	14.09	19.27	19.82	20.61	37.79	2.92	3.15	2.98	2.98	0.07	0.07	61.00	78.01

*Source: Adapted from U.S. Department of Energy, Energy Information Administration, *Annual Report to Congress 1978, Volume Two: Data* (Washington, D.C.: U.S. Government Printing Office, 1979), Table 2, p. 5.

Note: Sum of components may not equal total due to independent rounding.

(a) Includes bituminous coal and lignite and anthracite coal.

(b) Excludes natural gas plant liquids.

(c) Includes crude oil and lease condensate and natural gas plant liquids.

(d) Domestic demand for refined petroleum products which includes natural gas plant liquids and crude oil burned as fuel.

(e) Includes wood, refuse, and other vegetal fuels for electricity generation. The geothermal portion of this item is converted to Btu by applying the geothermal conversion factor; the "other" portion is converted by applying national average heat rates for fossil fuel steam electric plants.

(f) Less than 0.005 quadrillion Btu.

(g) Preliminary.

7. Labor Relations

LABOR LEGISLATION: 1978-79

By Richard R. Nelson*

DURING THE 1978-1979 BIENNIUM, states displayed an active interest in the protection and welfare of working men and women. In the more traditional labor standards, improvements were made in state minimum wage rates, equal employment opportunity, and injury compensation. There was also continued easing of child labor restrictions and mandatory retirement requirements. Legislative interest also focused on the newer areas of flexible work hours and protection of employee privacy.

Wages and Hours

Minimum Wages

The subject of minimum wage rates was one of the most active areas of interest in 1978 and 1979 state legislatures. This activity was spurred in part by the 1977 amendments to the Fair Labor Standards Act (FLSA), as many states moved to match or exceed the successive annual increases in the federal rate. Wage rates in 30 of the 45 jurisdictions with minimum wage laws increased since 1977 as the result of new legislation or changes mandated by prior law, wage order, or administrative action. As of January 1, 1980, 15 jurisdictions will have a minimum rate equal to or in excess of the $3.10 an hour federal standard for some or all occupations, and Hawaii will follow on July 1, 1980.

Minimum cash wages for tipped employees are determined both by the minimum rate and the extent to which employers may offset employees' tips against the minimum rate. The federal offset percentage, which has typically been greater than the offset in most states, was reduced from 50 to 45 percent in 1979 and to 40 percent on January 1, 1980. Identical tip credit reductions were enacted in Maryland and Pennsylvania. The tip credit in Wisconsin was changed from 25 percent of the minimum wage to a rising scale of dollar amounts. Percentage increases were enacted in Arkansas, Utah, and Vermont (states where minimum wage rates were also increased). In Utah, the percentage reverted to its former level of 25 percent on January 1, 1980.

Minimum wage protection is provided for farmworkers under federal law and the laws of 21 other jurisdictions. Differential rates for these workers were eliminated in 1978 under the FLSA and in Connecticut.[1] Pennsylvania passed a law establishing minimum wage coverage for seasonal farmworkers at the same rate as for other employees. Other Pennsylvania farmworkers remain exempt from minimum wage and overtime provisions.

In North Carolina, a new wage and hour act replaced the former minimum wage, maximum hours, child labor, and wage payment laws. Among its provisions, the new law increased the minimum rate and extended minimum wage coverage to public employees. New public sector coverage was also adopted in Arkansas for employees of public schools and districts, and for all public employees in Connecticut and Maine.

---

*Mr. Nelson is a Labor Standards Adviser in the Division of State Employment Standards, Employment Standards Administration, U.S. Department of Labor.

Additional employees also came under protection of the minimum wage law in Michigan, where coverage was extended from employers of four or more to employers of two or more and the exemption was removed for persons 65 years of age and over. The labor commissioner in Oklahoma was made solely responsible for administering the minimum wage law.

As a result of the 1976 U.S. Supreme Court ruling in *National League of Cities* v. *Usery*, minimum wage and overtime compensation provisions of the Fair Labor Standards Act cannot constitutionally be applied to state and local government employees who are engaged in traditional activities. The U.S. Department of Labor has determined eight functions or activities to be nontraditional and, therefore, subject to the FLSA requirements. These activities include: state alcoholic beverage stores; off-track betting corporations; local mass transit systems; electric power generation and distribution; provision of residential and commercial telephone and telegraphic communications; production and sale of organic fertilizers (as a by-product of sewage processing); production, cultivation, growing, or harvesting of agricultural commodities for sale to consumers; and repair and maintenance of boats and marine engines for the general public.

Wage Payment and Collection

Wage payment and collection laws provide a vehicle for enforcement of employer obligations to make timely and full payment of wages and fringe benefits owed to their employees. Legislation enacted in 17 states addresses a variety of problems faced by workers in securing payment. Michigan, for example, prohibited both kickback of wages as a condition of employment and retaliation against an employee for filing a complaint or instituting a proceeding. Retaliation was also prohibited in California and Kentucky. In Michigan and North Carolina, employers in violation may now be ordered to pay up to an equal amount of exemplary damages in addition to any unpaid wages due. Limits on the amount that may be collected by the labor department were removed in Illinois and North Dakota, and new recordkeeping requirements were adopted in Maine, Michigan, and Pennsylvania.

Collection of unpaid wages can be especially difficult where the employer involved is headquartered in another state. The labor commissioner in Maryland was given authority to enter into reciprocal agreements with other states for collection purposes under such circumstances. Similar provisions to alleviate jurisdictional problems had previously passed in 12 states.[2]

Wage Garnishment and Assignment

Garnishment or assignment of employees' wages for payment of debts, including court-ordered payments for support of dependents, continued to attract legislative attention with laws enacted in 22 states during 1978 and 1979. Most of these measures either authorized assignment or garnishment for court-ordered child support payments for the first time or increased the amount of earnings subject to such action.

Other laws increased the amount of wages exempt from any garnishment or placed upper limits on such garnishment. Also, as a result of the January 1 increase in the federal minimum wage rate, the amount of employee earnings protected from wage garnishment automatically increased under the federal law and those state laws which link the limit on garnishment to the FLSA rate.

In Kansas, any discharge because of garnishment is now prohibited. Under prior law, employees could be subject to discharge for more than three debts. Four other states enacted provisions protecting employees from discharge or discrimination because of garnishment or assignment for delinquent child support or other payments.

Among other developments, Illinois exempted from garnishment any pension or retirement fund benefits and employee payments to such funds; employers required to make garnishment deductions in Indiana are now entitled to the greater of $8 or 2 percent of the amount deducted, to be paid equally by the creditor and debtor; a Delaware law authorizes garnishment of wages of delinquent taxpayers; employers in Maryland must honor multiple garnishments against the same employee in the order received; and in Tennessee, legislative members were made subject to wage garnishment in the same manner as other public employees.

Prevailing Wages

Improvements in state prevailing wage laws which specify that wage rates paid on publicly funded contracts be not less than those prevailing in the locality occurred in 1978. Coverage was extended to school construction in Michigan and to nonprofit corporations acting as government agencies in connection with public construction in Kentucky. Also, an amendment in Tennessee authorizes the Prevailing Wage Commission to adjust the determined wage by up to 6 percent to reflect changing economic conditions.

These improvements were overshadowed by developments in 1979, however, as prevailing wage legislation came under attack in several states. Chief among these was in Florida, where the state law was repealed (existing local laws were preserved by veto of a bill that would have voided them and barred future adoptions elsewhere in the state). In Alabama, a bill for immediate repeal was compromised into a repealer that will take effect at the close of the 1980 session unless the legislature takes positive action to continue the law. Vetoes stopped repealers in Arizona and Utah. In Colorado, state highway construction is no longer subject to the law. Attacks on the comparable federal Davis-Bacon Act also intensified during this period, but all attempts to repeal or alter the law failed.

Right-to-Work

Several unsuccessful efforts were made to enact so-called "right-to-work" legislation barring compulsory union membership or to supplement existing statutes with constitutional amendments. Among them were a constitutional amendment rejected by Missouri voters in the 1978 November general election, and a New Mexico bill vetoed by the governor. Many of these attempts took place in states where prevailing wage legislation was also attacked.

Flexible Hours

Interest in flexible work hours for public employees has been growing as a means of both making services more available to the public and improving employee job productivity and attendance.

The federal Employees Flexible and Compressed Work Schedule Act of 1978 established a program providing for a three-year experiment for certain federal employees in the use of flexible and compressed work schedules, including use of four-day workweeks.

Another provision permits employees whose religious beliefs require being absent from work during certain periods of time to work overtime to make up the time lost. At the state level, a resolution in Alaska asked the governor to adopt a policy permitting state employees to work flexible working hours, and one in California urged the governor to consider establishing a 40-hour, four-day workweek for state employees.

Laws were passed permitting flexible scheduling of county employees in Colorado, and clarifying flexible hours positions and goals for state employees in Illinois. Under a related California law, employees of state agencies planning personnel reductions of 1 percent or more may now voluntarily reduce their work time and corresponding compensation to minimize layoffs by redistributing available work.

Equal Employment Opportunity

The heaviest volume of labor legislation during the biennium involved various aspects of equal employment opportunity, with 44 states, the District of Columbia, and Guam enacting laws addressing one or more forms of employment discrimination.

Compulsory retirement based solely upon age received considerable attention as policies continued to be reexamined at both the federal and state levels. Amendments to the federal Age Discrimination in Employment Act increased from 65 to 70 the minimum mandatory retirement age in private industry and state and local governments, and eliminated forced retirement entirely in federal service. Twelve states also raised the mandatory retirement age from 65 to 70 for various categories of workers—most frequently public employees.[3] In some of these states, employees may continue working beyond age 70 with periodic employer approval and satisfactory proof of fitness.

Mandatory retirement of most state employees was completely eliminated in Iowa and Tennessee; in Maine, the prohibition formerly applicable only to the public sector was extended to include private employment; and mandatory retirement was absolished at any age for both private and public sector employees in New Hampshire.

In addition to the amendments affecting retirement age, two other significant events involved the federal Age Discrimination in Employment Act. First, responsibility for administering and enforcing that law and the Equal Pay Act was transferred from the U.S. Department of Labor to the Equal Employment Opportunity Commission on July 1, 1979. Second, the U.S. Supreme Court overturned a lower court decision and ruled that a worker claiming age discrimination must use appropriate state remedies before bringing suit in federal court under the Age Discrimination in Employment Act.[4] The Court held, however, that an individual's failure to comply with a state agency's procedural requirements does not jeopardize his or her federal rights under the 1967 act.

New comprehensive human rights laws were passed in North Dakota and Tennessee prohibiting employment discrimination by both public and private sector employers, and in Georgia for public employees. South Carolina replaced a law formerly applicable to public sector employees only with one for both the private and public sectors. Improvement in the Nebraska law prohibited the state from discriminating on the basis of religion, sex, disability, marital status, or national origin, as well as race and color as before. Many of these measures were continuations of the trend towards strengthening these standards in the southern states.

Legislation to aid handicapped workers was enacted in 16 states, with the primary purpose being to prohibit employment discrimination on the basis of a handicap that is unrelated to ability to perform the particular job. In Oregon, for example, it will now be an unlawful employment practice for an employer to refuse to reinstate a worker disabled on the job to his or her former position or to other available and suitable employment. The Utah antidiscrimination act was amended to include coverage for physically handicapped persons, and in Alaska severely handicapped individuals may be granted preference in state employment without taking a competitive examination. Among a variety of other provisions, a Commission on the Status of Women was established in Alaska and a Commission on Women was given statutory status in the District of Columbia.

No additional states ratified the proposed Equal Rights Amendment to the U.S. Constitution during the two-year period, but Congress in 1978 extended until June 30, 1982, the deadline for securing approval by the three additional states still necessary for ratification (see detailed discussion in the chapter, "The Legal Status of Women"). Iowa adopted a proposed equal rights amendment to the state constitution subject to approval in the November 1980 general election.

Industrial Relations

Public Sector

Collective bargaining was authorized by law for teachers in Tennessee and for employees of the California state college and university systems. Also, a constitutional amendment gave this right to state police in Michigan. Passage of new broad-coverage public employee bargaining laws slowed considerably during the biennium, however, as most laws refined or modified existing legislation.

Amendments included changing definitions of public employees, altering or establishing grievance procedures, and clarifying coverage. Illustrative enactments include a law in Rhode Island providing for binding arbitration of all state police contract disputes, and provision for last-best-offer arbitration in Montana firefighter disputes. Connecticut prohibited the inclusion of both supervisory and other employees in any new collective bargaining units. A reversal was suffered in Utah where the state supreme court held that the Labor Disputes Act, recognizing labor's right to collective bargaining, does not apply to municipal employees.

Private Sector

Oregon continued a recent trend to protect employees from loss of health insurance protection by permitting those on strike to continue coverage by paying its total cost. Minnesota offered similar protection where loss of benefits is threatened because of job performance.

Among other legislative actions, Connecticut barred for a three-year period the award of state contracts to persons or firms found to have violated the National Labor Relations Act three or more times during the past five years. Maryland barred awarding such contracts to persons found in contempt of court for failure to correct an unfair labor practice.

Successor clauses in most Massachusetts private sector collective bargaining agreements are to be binding and enforceable against successor employers for up to three years from the effective date of the agreement. Successor clauses will also be permitted in private sector agreements in Ohio for employers not covered under the National Labor Relations Act or the Railway Labor Act.

New provisions in Maine permit unions to negotiate on behalf of retired and disabled former employees regarding pensions and retirement benefits, and prohibit retaliation against employees who aid or seek help from the state board of arbitration and conciliation.

Occupational Safety and Health

One or more provisions designed to protect worker health and safety were enacted in 33 states. While these laws took many forms, measures to protect employees from exposure to hazardous substances and to improve mine safety were most common. The Illinois Department of Public Health was authorized to inspect and investigate workers in radiation installations to study past, current, and potential health hazards, and a new provision in Maine requires employers to furnish employees with information on the identities and hazards of chemicals in the workplace. Many of the other provisions dealing with hazardous materials regulate their transportation, storage, treatment, or disposition. As a likely result of the Three Mile Island nuclear power plant accident, Louisiana and Oregon passed laws in 1979 requiring preparation of emergency plans in case of accident. The Oregon plan is to include procedures for evacuation of people who would be affected by radiation.

Transfer of mine safety enforcement from the Department of the Interior to the U.S. Department of Labor, approved in 1977, became effective March 9, 1978. In state action, laws affecting either mine safety or rescue procedures were enacted in California, Indiana, Kentucky, Nevada, Oklahoma, Tennessee, and Virginia.

Inspection of elevators, boilers, or oil burners was the subject of legislation in Alaska, Arizona, Connecticut, Iowa, Montana, and Rhode Island. Authority to obtain warrants, if necessary, to gain access to an employer's premises for inspection purposes was granted in Maryland, South Carolina, and Virginia.[5] Discrimination against an employee for reporting a safety violation was barred in Maine and Virginia.

Colorado's safety and health plan approved in 1973 under the federal Occupational Safety and Health Act was withdrawn, and no new plans in other states were approved during the biennium.[6]

Workers' Compensation*

Approximately 320 amendments to state workers' compensation laws were enacted during the 1978-79 biennium, most of which affected coverage, benefits, and administration.

Although 49 states require compulsory coverage for private and public employment, during this reporting period 30 states legislated changes in coverage statutes: eight legislatures exempted or provided for elective coverage of sole proprietors, partners, and corporate officers; North Carolina reduced numerical exemptions from fewer than five to fewer than four employees; Florida limited coverage to employment of three or more workers where formerly no numerical exemptions existed. The remaining jurisdictions expanded coverage for state employees, including volunteer and salaried emergency service personnel.

Maximum weekly benefits were increased in all but one state during the past two years. Most of these increases resulted from previous legislation which established automatic adjustments based on computation formulas linked to percentages of the states' average weekly wages. These percentages currently vary from 60 to 166.6; a few states will escalate to 200 percent by 1981 (see Table 1). Recent legislation included approval of a "wage loss system" for compensating permanent partial disability in Florida. The general concept of wage loss compensation is to encourage return to the work force based on payment of a percentage of actual wage loss, rather than based on scheduled amounts and periods of payment. However, this type of compensation remains subject to statutory maximums. Other amendments included an increase of the percentage of the state's average weekly wage, upon which benefits are based, from 85 to 100 percent in Connecticut, and from 72 to 75 percent in Kansas. Seven states increased statutory amounts payable for disability and/or death, in the absence of escalator benefit provisions in their laws.

---

*This section was prepared by Gerri Minor, Workers' Compensation Specialist, Division of State Workers' Compensation Standards, Employment Standards Administration, U.S. Department of Labor.

Approximately 25 states changed administrative and judicial procedures or established study commissions for future improvements. These revisions included strengthening penalties in several states—Arizona, Connecticut, Kansas, Massachusetts, Montana, and North Carolina among others. North Dakota simplified appeal rules. Second- or subsequent-injury fund operations were rearranged in Arkansas, Georgia, Louisiana, Texas, and Utah. Ohio established a Rehabilitation Division within its Industrial Commission; and Delaware, Maine, Texas, Virginia, and West Virginia were among those states which established study groups for future reform.

At the federal level, efforts toward state workers' compensation reform were demonstrated through introduction of the National Workers' Compensation Act of 1979 (S. 420). Subsequent to the hearings on this bill, further action was delayed pending the resolution of certain issues.

Private Employment Agencies

Adoption of standards applying to private employment agencies continued to be a controversial issue during the biennium, again pitting industry support for self-regulation against those pressing for greater protection from agency abuses.

A significant development was the end of all agency regulation in New Mexico in 1979 as the result of previously adopted sunset legislation. In Texas, the law was repealed and replaced by one which only permits the labor department to issue licenses to operate agencies. On the other hand, a North Carolina law was permitted to expire through sunset legislation and a new one enacted which, among other provisions, strengthens the administrator's authority and requires employment agencies to furnish more information to job applicants. The legislature in Georgia extended that state's law until July 1, 1984.

The agency-dominated Oklahoma private employment agency advisory council was terminated through sunset legislation, while in Washington the sunset law was amended to exclude the advisory board from those agencies terminated in 1979. Employment agency surety bond requirements were increased in California, Maryland, and Ohio, and a bond is now required for the first time in North Carolina.

Among other provisions, Minnesota exempted management consultants and management search firms from coverage of its law, and the annual income threshold to qualify for this exemption was increased in California and Oregon. Musical booking agencies were exempted in Montana, as were temporary help services in North Carolina and Ohio. In Virginia, administration of the act was transferred from the labor department to the commerce department.

Child Labor

During the biennium, state legislatures continued to ease employment restrictions of minors while preserving protection from exploitation and hazardous work. In so doing, many states have enacted maximum hours of work, nightwork, and certificate requirements that are less restrictive than their federal counterparts (see Table 2). North Carolina and Tennessee, for example, now permit minors under 16 to work until 9 p.m. before nonschooldays. Individual variances, unavailable under federal law, were authorized for certain minors in two additional states—Maryland and North Carolina.

Restrictions concerning nightwork and maximum hours were eliminated for 16- and 17-year-old minors in North Carolina, Ohio, Tennessee, and Virginia. Provisions in nine states permitted employment in places where alcoholic beverages are sold in jobs not directly involving serving drinks.[7]

Many jurisdictions also took steps to ease employment certificate requirements. Tennessee eliminated these requirements, replacing them with an employer obligation to require proof of age. New York and Pennsylvania eased physical fitness examination requirements, and Virginia removed time limits on the validity of both employment and physical fitness certificates. New child labor exemptions were enacted in six states.[8] These include an exemption in Texas for students or apprentices enrolled in public school vocational education programs, and one in Virginia for minors under 16 employed by their parents in nonhazardous occupations.

Agricultural Workers

Legislation addressing employment problems of migrant and other farmworkers, in addition to the previously discussed minimum wage protection, was passed by 10 states. The most far-reaching of these was a comprehensive act in Pennsylvania extending a wide variety of labor standards protection to seasonal farmworkers, including requiring payment of the state minimum wage, setting maximum hours of work, and assuring payment of wages and equal pay. Other provisions require annual registration of farm labor contractors and set forth their duties and prohibited activities, establish labor camp certification requirements, and mandate visitation rights.

An advisory Migrant and Seasonal Farmworkers Commission was established in Virginia with provision for farmworker membership, and in Florida the migrant labor program was transferred from the Department of Community Affairs to the Executive Office of the Governor.

The Texas labor agency law was amended to require that each worker recruited be furnished with information on terms and conditions of employment, and North Carolina appropriated funds to pay hospital and related expenses for migrant farmworkers and their dependents while in the state.

The federal Farm Labor Contractor Registration Act (FLCRA) was amended to exempt from registration requirements those persons who hire students to detassel hybrid seed corn or sorghum, provided the students live at home and are not employed for more than four weeks during the year. Contractors who require students under 18 to provide transportation to others will not be eligible for the exemption.

Virginia entered into an agreement with the U.S. Secretary of Labor, effective December 17, 1979, to issue farm labor contractor certificates of registration and employee identification cards as provided by Section 8 of the Farm Labor Contractor Registration Act. Florida and New Jersey were previously granted this authority.

Other Laws

Undocumented Workers

Two states enacted legislation dealing with undocumented workers.[9] A new law in Louisiana bars knowingly employing or referring illegal aliens in other than agricultural work and establishes penalties for violation. Kansas amended a prior ban on employment of these workers to exempt employment of aliens who have illegally entered the United States but are permitted by federal law to remain.

Displaced Homemakers

Aid in the form of job training and other employment services for homemakers displaced because of dissolution of marriage or other loss of family income, and whose opportunity for finding work is diminished by age and lack of recent paid experience, continued to attract considerable attention. Sixteen additional states passed laws during the 1978-79 biennium, continuing the rapid expansion of this legislation in recent years.[10] Almost all the laws establish special multipurpose centers for provision of these services.

Employee Privacy

In early 1980, the U.S. Department of Labor is planning a series of public hearings designed to produce information that will encourage voluntary efforts to protect workplace privacy. The extent to which information on private-sector employees and job applicants is collected, used, disseminated, and maintained in accordance with the 1977 Privacy Protection Study Commission recommendations will be examined. Of special interest will be the nature and extent of voluntary efforts to protect privacy and the adequacy of the commission's recommendations.

As in other labor standards areas, however, many states have not waited for federal action but have taken initiative in the area of employee privacy. Among measures enacted have been those that regulate the use of lie detector or stress evaluation tests as conditions of employment, restrict employer access to criminal history records, and guarantee employees the right to review their personnel files.

Laws barring lie detector tests are not a new development but have been in effect in several states for some time.[11] Of the seven laws passed during 1978 and 1979, two were amendments to include prohibitions on use of stress examinations, one expanded coverage to include public employees, and two involved administrative changes. New enactments were passed in the District of Columbia and Maine. No federal law addresses this subject as yet, although bills have been introduced for several years to prohibit use of these tests.

New laws in Arkansas, Michigan, and Pennsylvania give employees the right to inspect their personnel files and insert statements in the event of alleged errors. Employers in Connecticut are to allow inspection of medical records by a physician selected by the employee, while employees in Maine and Ohio are to be given direct access to certain medical records contained in their files. In Ohio this applies to past as well as current employers.

Confidentiality of public employee personnel records was protected in Maine by excluding them from the definition of "public records." The home addresses and telephone numbers of police officers in Texas were also protected from public disclosure. A Minnesota law permits release of public employee compensation, education, training, and disciplinary action data, but considers other information to be private.

Regulations on release of criminal history information were enacted in California, Michigan, Nevada, and Pennsylvania. In California, employees or job applicants may not be required to obtain copies of their criminal history records or notify employers that such records exist.

Jury Duty

Protection from dismissal or other retaliation against an employee because of required jury service or for appearing as a court witness was addressed by new legislation or amendments in 10 states.[12] Tennessee was the only one of these to specifically require that employees receive their usual wages less any jury fees. The federal Jury System Improvement Act of 1978 provides for a civil penalty and injunctive relief against an employer who discharges or coerces an employee as the result of federal jury service or summons for such service.

Resident Preference

In a significant decision, the U.S. Supreme Court held unconstitutional the Alaska Hire Act, which required a hiring preference for state residents in employment related to all oil and gas leases, on the basis that it violated the federal privileges and immunities clause. This clause prohibits discrimination against citizens of other states.

Miscellaneous

Among other measures, separate labor departments were established by reorganization in Florida and New Mexico, and the Arkansas and Louisiana labor departments, scheduled to terminate under sunset laws, were continued.

Persons receiving public assistance in Connecticut, Louisiana, Tennessee, Virginia, and Wisconsin will now be required to participate in work training or experience programs, or face loss of such aid.

Provisions to reduce from 4,000 to 2,000 the number of hours needed to complete apprenticeship training were enacted in 15 states.[13] Florida, which did not previously have an hours minimum, will now require at least 2,000 hours of on-the-job training.

Footnotes

1. Differentials remain in effect only in Massachusetts, New York, Wisconsin, and the Virgin Islands.

2. Alaska, California, Hawaii, Illinois, Iowa, Kansas, Montana, Nevada, North Dakota, Oregon, South Dakota, and Wyoming.

3. Arizona, Colorado, Delaware, Indiana, Minnesota, Nebraska, North Carolina, Ohio, Rhode Island, South Carolina, South Dakota, and Washington.

4. *Oscar Mayer* v. *Evans*, 47 U.S.L.W. 4569 (U.S., May 21, 1979).

5. The U.S. Supreme Court, in *Marshall* v. *Barlow's Inc.*, 436 U.S. 307, May 23, 1978, ruled that nonconsentual warrentless workplace inspections by the Occupational Safety and Health Administration are unconstitutional under the Fourth Amendment which prohibits unreasonable searches and seizures.

6. As of September 24, 1979, the 24 jurisdictions with approved plans were Alaska, Arizona, California, Connecticut, Hawaii, Indiana, Iowa, Kentucky, Maryland, Michigan, Minnesota, Nevada, New Mexico, North Carolina, Oregon, South Carolina, Tennessee, Utah, Vermont, Virginia, Washington, Wyoming, Puerto Rico, and the Virgin Islands.

7. Delaware, Illinois, Maryland, Nevada, New Hampshire, New Jersey, New York, Virginia, and Wyoming.

8. Louisiana, Michigan, New Jersey, North Carolina, Texas, and Virginia.

9. Legislation had been previously adopted in California, Connecticut, Delaware, Florida, Kansas, Maine, Massachusetts, Montana, New Hampshire, Vermont, and Virginia.

10. States enacting new legislation in 1978 or 1979 were Arkansas, Delaware, Iowa, Kentucky, Massachusetts, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Oklahoma, Rhode Island, South Dakota, Washington, and Wisconsin. Laws were previously enacted in California, Colorado, Florida, Illinois, Maine, Maryland, Minnesota, Montana, New York, Ohio, Oregon, and Texas.

11. Prior laws are in effect in Alaska, California, Connecticut, Delaware, Hawaii, Idaho, Maryland, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New York, Oregon, Pennsylvania, Rhode Island, Virginia, and Washington.

12. California, Florida, Hawaii, Illinois, Nebraska, New Mexico, Oklahoma, Pennsylvania, Tennessee, and Wisconsin.

13. Arizona, Connecticut, Hawaii, Louisiana, Minnesota, Montana, Nevada, New Hampshire, New Mexico, North Carolina, Ohio, Oregon, Rhode Island, Virginia, and Washington.

Table 1
MAXIMUM BENEFITS FOR TEMPORARY TOTAL DISABILITY PROVIDED BY WORKERS' COMPENSATION STATUTES*
(As of November 1979)

State or other jurisdiction	*Maximum percentage of wages*	*Maximum payment per week*		*Maximum period*		*Total maximum stated in law*
		Amount	*Based on*†	*Duration of disability*	*Number of weeks*	
Alabama	66-2/3	$136.00	66-2/3% of SAWW	...	300	...
Alaska	66-2/3	654.30(a)	166.6% of SAWW(b)	★	...	...
Arizona	66-2/3	192.32	...	★	...	...
Arkansas	66-2/3	112.00(c)	...	...	450	$50,400(c)
California	66-2/3	154.00	...	★	...	...
Colorado	66-2/3	222.74(a)	80% of SAWW	★	...	...
Connecticut	66-2/3	222.00(d)	100% of SAWW	★	...	...
Delaware	66-2/3	164.71	66-2/3% of SAWW	★	...	...
Florida	66-2/3	195.00(a)	100% of SAWW	...	350	...
Georgia	66-2/3	110.00	...	★	...	...
Hawaii	66-2/3	200.00	100% of SAWW	★	...	...
Idaho	60	115.80-173.70(e)	60% to 90% of SAWW(e)	★(f)	52(f)	...
Illinois	66-2/3	342.19	133-1/3% of SAWW	★	...	...
Indiana	66-2/3	195.00(g)	...	...	500	$65,000(g)
Iowa	80	352.00	166-2/3% of SAWW(h)	★	...	...
Kansas	66-2/3	148.00	72% of SAWW(i)	★	...	$75,000
Kentucky	66-2/3	121.00	60% of SAWW	★	...	...
Louisiana	66-2/3	149.00	66-2/3% of SAWW	★	...	...
Maine	66-2/3	306.23	166-2/3% of SAWW(h)	★	...	...
Maryland	66-2/3	220.00	100% of SAWW	★	...	...
Massachusetts	66-2/3	227.31(j)	100% of SAWW	★	...	$45,000
Michigan	66-2/3	156.00-185.00(k)	...	★	...	...
Minnesota	66-2/3	226.00	100% SAWW	★	...	...
Mississippi	66-2/3	98.00	...	...	450	$44,100
Missouri	66-2/3	125.00	...	...	400	...
Montana	66-2/3	198.00(a)	100% of SAWW	★	...	...
Nebraska	66-2/3	180.00	...	★	...	...
Nevada	66-2/3	229.71	100% of SAWW	★	...	...
New Hampshire	(l)	195.00	100% of SAWW	★	...	...
New Jersey	66-2/3	156.00	66-2/3% of SAWW	...	300	...
New Mexico	66-2/3	186.38	100% of SAWW	...	600	(m)
New York	66-2/3	215.00	...	★	...	...
North Carolina	66-2/3	194.00	100% of SAWW	★	...	...
North Dakota	66-2/3	196.00(n)	100% of SAWW	★	...	...
Ohio	72-66-2/3(o)	241.00	100% of SAWW	★	...	...
Oklahoma	66-2/3	141.00	66-2/3% of SAWW	...	300(p)	...
Oregon	66-2/3	241.70	100% of SAWW	★	...	...
Pennsylvania	66-2/3	227.00	100% of SAWW	★	...	...
Rhode Island	66-2/3	199.00(q)	100% of SAWW	★(r)	...	$32,500(r)
South Carolina	66-2/3	185.00	100% of SAWW	...	500	...
South Dakota	66-2/3	175.00	100% of SAWW	★	...	...
Tennessee	66-2/3	107.00	...	★	...	$42,800
Texas	66-2/3	119.00(s)	...	...	401	...
Utah	66-2/3	210.00(t)	100% of SAWW	...	312	...
Vermont	66-2/3	192.00(u)	100% of SAWW	★	...	...
Virginia	66-2/3	199.00	100% of SAWW	...	500	...
Washington	75	186.88	75% of SAMW	★	...	...
West Virginia	70	237.00	100% of SAWW	...	208	...
Wisconsin	66-2/3	218.00	100% of SAWW	★	...	...
Wyoming	66-2/3	239.59	100% of SAMW	★	...	...
Dist. of Col.	66-2/3	426.40	200% of NAWW(v)	★	...	...
Puerto Rico	66-2/3	45.00	...	...	312	...
United States:						
FECA (w)	75	685.10	75% of specific grade level in federal civil service	★	...	...
LS/HWCA (x)	66-2/3	426.40	200% of NAWW	★	...	...

Table 1—Concluded
MAXIMUM BENEFITS FOR TEMPORARY TOTAL DISABILITY PROVIDED BY WORKERS' COMPENSATION STATUTES*
(As of November 1979)
Footnotes

*_Source:_ Division of State Workers' Compensation Standards, Employment Standards Administration, U.S. Department of Labor.

†SAWW—state's average weekly wage.
SAMW—state's average monthly wage.
NAWW—national average weekly wage.

(a) Payments are subject to Social Security offsets.

(b) Effective January 1, 1981, maximum weekly payment will be based on 200% of SAWW.

(c) Effective February 29, 1980, the weekly maximum will increase to $126 and total to $56,700.

(d) Additional $10 weekly for each dependent child under 18 years of age, up to 50% of basic benefit, not to exceed 75% of worker's wage.

(e) According to number of dependents. Additional 7% of SAWW payable for each child up to 5 children.

(f) 60% of SAWW for duration of disability after 52 weeks.

(g) Effective July 1, 1980, the weekly maximum will increase to $210 and the total to $70,000.

(h) Effective July 1, 1981, the maximum weekly payment will be based on 200% of SAWW.

(i) Effective July 1, 1980, the maximum weekly payment will be based on 75% of SAWW.

(j) Additional $6 weekly for each total dependent, not to exceed worker's wage.

(k) According to number of dependents. Maximum payment is adjusted annually based on $1 change for each $1.50 change in SAWW.

(l) Benefits set by a "wage and compensation schedule" up to $138 (maximum payment $92); if over $138, compensation not to exceed 100% of SAWW.

(m) Total amount payable equals 600 multiplied by the maximum weekly benefit payable at time of injury.

(n) Additional $5 weekly for each dependent child, but not to exceed worker's net wage after taxes and Social Security.

(o) 72% for first 12 weeks; thereafter 66-2/3%.

(p) May be extended to 500 weeks.

(q) Additional $6 payable for each dependent, aggregate not to exceed 80% of worker's wage.

(r) After 500 weeks or after $32,500, payments continue from Second Injury Fund.

(s) Each cumulative $10 increase in AWW for manufacturing production workers will increase the maximum weekly payment by $7.

(t) Additional $5 for each dependent child up to 4, but not to exceed 100% of SAWW.

(u) Additional $5 for each dependent under 21 years of age, but not to exceed worker's wage.

(v) NAWW ($213.20) as determined by U.S. Department of Labor.

(w) Federal Employees' Compensation Act.

(x) Longshoremen's and Harbor Workers' Compensation Act.

Table 2
SELECTED STATE CHILD LABOR STANDARDS AFFECTING MINORS UNDER 18*
As of November 1979
(Because of limitations of space, occupational coverage, exemptions, and deviations are usually not indicated)

State or other jurisdiction	*Documentary proof of age required up to age indicated(a)*	*Maximum daily and weekly hours and days per week for minors under 16 unless other age indicated(b)*	*Nightwork prohibited for minors under 16 unless other age indicated(b)*	*Minimum age for agricultural employment outside school hours(c)*
Federal (FLSA)	(d)	8-40, nonschool period. Schoolday/week: 3-18(e).	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m.	14 (12 with written parental consent or on farms where their parents are working). (f) No minimum on parents' farm, or with written parental consent on farm of an employer who did not use more than 500 man-days of agricultural labor in any calendar quarter of preceding calendar year.
Alabama	17; 19 in mines and quarries.	8-40-6. Schoolday/week: 4-28.	8 p.m. to 7 a.m.	. . .
Alaska	18	6-day week, under 18. Schoolday/week: 9(h)-23.	7 p.m. to 6 a.m.	14
Arizona	(g)	8-40. Schoolday/week: 3-18.	9:30 p.m. to 6 a.m.	. . .
Arkansas	16	8-48-6. 10-54-6, 16 and 17.	7 p.m. (9 p.m. before nonschoolday) to 6 a.m. 11 p.m. before schoolday to 6 a.m., 16 and 17.	14
California	18	8-48-6, under 18. Schoolday: 4, under 18 if required to attend school 4 or more hours.	10 p.m. (12:30 a.m. before nonschoolday) to 5 a.m., under 18.	14 (12 during vacation and on regular school holidays).
Colorado	16	8-40, under 18. Schoolday: 6.	9:30 p.m. to 5 a.m. before schoolday.	12
Connecticut	18	9-48, under 18. 8-48-6, under 18 in stores, and under 16 in agriculture. (Overtime permitted in certain industries.)	10 p.m. to 6 a.m., under 18. Midnight to 6 a.m., 16 and 17 in restaurants or as usher in nonprofit theatre before nonschoolday and if not attending school.	14 (no minimum in weeks when average number of employees is 15 or fewer).
Delaware	18	8-48-6.	7 p.m. (9 p.m. in stores on Friday, Saturday, and vacation) to 6 a.m.	. . .
Florida	18	10-40-6. Schoolday: 4 when followed by schoolday, except if enrolled in vocational program.	9 p.m. (11 p.m. before nonschoolday) to 6:30 a.m. 11 p.m. (1 a.m. before nonschoolday) to 5 a.m. (may be extended under certain conditions), 16 and 17.	. . .
Georgia	18	8-40. 60-hour week, 16 and over in cotton and woolen manufacturing. Schoolday: 4.	9 p.m. to 6 a.m.	. . .
Hawaii	18	8-40-6. Schoolday: 10(h).	7 p.m. to 7 a.m. (9 p.m. to 6 a.m. June 1 through day before Labor Day)	12 (10 in coffee harvesting on nonschooldays under direct parental supervision, with specified hours standards).
Idaho	(g)	9-54.	9 p.m. to 6 a.m.	. . .

Illinois	16	8-48-6. Schoolday: 3 [8(h)].	7 p.m. (9 p.m. June 1-Labor Day) to 7 a.m.	10
Indiana	17	8-40-6, under 17, except minors of 16 not enrolled in school. 9-48 during summer vacation, minors of 16 enrolled in school. Schoolday/week: 3-23.	7 p.m. (9 p.m. before nonschoolday) to 6 a.m. 10 p.m. (midnight before nonschoolday) to 6 a.m., minors of 16 enrolled in school.	12
Iowa	16	8-40. Schoolday/week: 4-28.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m.	14 (for migrants; 14 before schoolday in available school, 12 at other times. No minimum for part-time work by non-migrants.).
Kansas	16(g)	8-40.	10 p.m. before schoolday to 7 a.m.	...
Kentucky	18	8-40 for under 16, 8-48 for 16 and 17 if attending school. 10-60, 16 and 17 not attending school. Schoolday/week: 3-18, under 16. 4 (8 on Friday)-32, 16 and 17 if attending school.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m. 10 p.m. (midnight on Friday, Saturday, and during vacation) to 6 a.m., 16 and 17 if attending school.	...
Louisiana	18	8-44-6. Schoolday: 3.	10 p.m. to 6 a.m.	...
Maine	16	8-48-6. Schoolday/week: 4-28.	9 p.m. to 7 a.m.	...
Maryland	18	8-40. Schoolday: 4, under 16. 12(h), under 18. Schoolweek: 23 when school in session 5 days.	8 p.m. (9 p.m. Memorial Day-Labor Day) to 7 a.m. 8 hours of nonwork, nonschool time required in each 24-hour day, 16 and 17.	...
Massachusetts	18	8-48-6. 4-24 in farmwork, under 14. 9-48-6, 16 and 17.	6 p.m. to 6:30 a.m. 10 p.m. (midnight in restaurants on Friday, Saturday, and vacation) to 6 a.m., 16 and 17.	...
Michigan	18	10-48-6, under 18. Schoolweek: 48(h), under 18.	9 p.m. to 7 a.m. 10:30 p.m. to 6 a.m., 16 and 17 if attending school. 11:30 p.m. to 6 a.m., 16 and 17 if not attending school.	...
Minnesota	18	8-40.	9:30 p.m. to 7 a.m.	14
Mississippi	(g)	8-44. 10 hour day, 16 and over in mill, factory, and other specified establishments.	7 p.m. to 6 a.m.	...
Missouri	16	8-40-6.	7 p.m. (10 p.m. before nonschoolday and for minors not enrolled in school) to 7 a.m.	14 (no minimum for occasional work with parental consent).
Montana	18	...	...	...
Nebraska	16	8-48.	8 p.m. to 6 a.m. under 14. 10 p.m. (beyond 10 p.m. before nonschoolday with special permit) to 6 a.m., 14 and 15.	...
Nevada	17(g)	8-48.	...	...
New Hampshire	18	8 on nonschoolday, 48-hour week during vacation, if enrolled in school. 10-48 at manual or mechanical labor in manufacturing, 10¼-54 at such labor in other employment, under 16 if not enrolled in school and 16 and 17. Schoolday/week: 3-23 if enrolled in school.	9 p.m. to 7 a.m. if enrolled in school.	12

Table 2—Concluded
SELECTED STATE CHILD LABOR STANDARDS AFFECTING MINORS UNDER 18*

State or other jurisdiction	*Documentary proof of age required up to age indicated(a)*	*Maximum daily and weekly hours and days per week for minors under 16 unless other age indicated(b)*	*Nightwork prohibited for minors under 16 unless other age indicated(b)*	*Minimum age for agricultural employment outside school hours(c)*
New Jersey	18	8-40-6, under 18. 10-hour day, 6-day week in agriculture. Schoolday: 8(h).	6 p.m. to 7 a.m. 10 p.m. (midnight in restaurants before nonschoolday and during vacation) to 6 a.m., 16, 17, except 11 p.m. for boys in nonfactory establishments during vacation.	12
New Mexico	16	8-44 (48 in special cases), under 14.	9 p.m. to 7 a.m., under 14.	...
New York	18	8-40-6. 8-48-6, 16 and 17. Schoolday/week: 3-23, under 16. 4-28, 16 if attending school.	7 p.m. to 7 a.m. Midnight to 6 a.m., 16 and 17.	14 (12 on home farm for parents, and in hand harvest of berries, fruits, and vegetables with parental consent under specified hours standards).
North Carolina	18	8-40. Schoolday/week: 3-18.	7 p.m. (9 p.m. before nonschoolday) to 7 a.m.	...
North Dakota	16	8-48-6, under 18. Schoolday/week: 3-24 if not exempted from school attendance.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m.	...
Ohio	18	8-40. Schoolday/week: 3-18.	7 p.m. (9 p.m. June 1 through September 1 or during school holidays of 5 days or more) to 7 a.m.	...
Oklahoma	16	8-48.	6 p.m. to 7 a.m.	...
Oregon	18	10-44 (emergency overtime with permit)-6. 44-hour week (emergency overtime with permit), 16 and 17.	6 p.m. (10 p.m. with permit) to 7 a.m.	(i)
Pennsylvania	18	8-44-6, under 18. Schoolday/week: 4-18, under 16. 28 in schoolweek, 16 and 17 if enrolled in regular day school.	7 p.m. (10 p.m. during vacation from June to Labor Day) to 7 a.m. 11 p.m. (midnight before nonschoolday) to 6 a.m., 16 and 17 if enrolled in regular day school.	...
Rhode Island	16	8-40. 9-48, 16 and 17.	7 p.m. to 6 a.m. 11 p.m. to 6 a.m., 16 and 17.	...
South Carolina	(g)	10-55, 16 and over in cotton and woolen manufacturing establishments. (Limited emergency overtime permitted.)	8 p.m. (11 p.m. before nonschoolday in stores, domestic service, farmwork) to 5 a.m.	...
South Dakota	16	8-40.	After 7 p.m. in mercantile establishments, under 14.	...
Tennessee	18	8-40. Schoolday/week: 3-18.	7 p.m. to 7 a.m. (9 p.m. to 6 a.m. before nonschooldays).	...
Texas	15(g)	8-48, under 15.	10 p.m. to 5 a.m., under 15.	14 (no minimum from June 1 to September 1).

Utah	(g)	8-40. Schoolday: 4.	9:30 p.m. to 5 a.m. before schoolday	12 (no minimum if with parental consent).
Vermont	16(g)	8-48-6. 9-50, 16 and 17.	7 p.m. to 6 a.m.	...
Virginia	16	8-40-6	6 p.m. (10 p.m. before nonschoolday and June 1 to September 1 or with special permit) to 7 a.m. (minors of 15 may begin at 5 a.m.)	14 (no minimum if with parental consent).
Washington	18	8-hour day, 5-day week, under 18. Schoolday/week: 3-18.	7 p.m. (9 p.m. during summer vacation) to 7 a.m. After 9 p.m. on consecutive nights preceding schoolday, 16 and 17.	(i)
West Virginia	16	8-40-6.	8 p.m. to 5 a.m.	...
Wisconsin	18	8-24-6 when school in session and 8-40-6 in nonschoolweek. 8-40-6 when school in session and 8-48-6 in nonschoolweek (voluntary overtime per day and week permitted up to 50-hour week), 16 and 17 if required to attend school.	8 p.m. (9:30 p.m. before nonschoolday) to 7 a.m. 12:30 a.m. to 6 a.m., except where under direct adult supervision, and with 8 hours rest between end of work and schoolday, 16 and 17 if required to attend school.	12
Wyoming	16	8-hour day.	10 p.m. (midnight before nonschoolday and for minors not enrolled in school) to 5 a.m. Midnight to 5 a.m., girls 16 and 17.	...
District of Col.	18	8-48-6, under 18.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m. 10 p.m. to 6 a.m., 16 and 17.	14
Guam	16	8-40-6, under 18. Schoolday: 9(h), under 18.	After 7 p.m. on schoolday, under 18.	...
Puerto Rico	18	8-40-6, under 18. Schoolday: 8(h)	6 p.m. to 8 a.m. 10 p.m. to 6 a.m., 16 and 17.	14

---

*Prepared by the Division of State Employment Standards, Employment Standards Administration, U.S. Department of Labor.

(a) Many states require an employment certificate for minors under 16 and an age certificate for 16 and 17 year olds; in a few states other types of evidence are acceptable as proof of age. In most states the law provides that age certificates may be issued upon request for persons above the age indicated or, although not specified in the law, such certificates are issued in practice.

(b) State hours limitations on a schoolday and in a schoolweek usually apply only to those enrolled in school. Several states exempt high school graduates from the hours and/or nightwork or other provisions, or have less restrictive provisions for minors participating in various school-work programs. Separate nightwork standards in messenger service and street trades are common, but are not displayed in table.

(c) Under federal law and in the laws of most states, there is a specific parental exemption for employment by a parent or on a farm owned or controlled by parents.

(d) Not required. State age or employment certificates which show that the minor has attained the minimum age for the job are accepted under the Fair Labor Standards Act.

(e) Students of 14 and 15 enrolled in approved Work Experience and Career Exploration programs may work during school hours up to 3 hours on a schoolday and 23 hours in a schoolweek.

(f) Local minors 10 and 11 years of age may work for no more than 8 weeks between June 1 and October 15 for employers who receive approval from the Secretary of Labor. This work must be confined to hand-harvesting short-season crops outside school hours under very limited and specified circumstances prescribed by the Secretary of Labor.

(g) Proof of age is not mandatory under state law in Arizona, Idaho, Mississippi, South Carolina and Utah; or in Kansas for minors enrolled in secondary schools, and in Nevada and Vermont for employment outside school hours. For purposes of the Fair Labor Standards Act, federal age certificates are issued upon request by the State Department of Labor in South Carolina and by Wage and Hour Offices in Mississippi and Texas. In Utah, state law directs schools to issue age certificates upon request.

(h) Combined hours of work and school.

(i) Oregon. There is no minimum age for agricultural employment outside school hours, except for a 9-year minimum in harvesting berries and beans for intrastate commerce under specified circumstances; applicable only to employment subject to FLSA.

Washington. The child labor law exempts all agricultural employment from its coverage. However, a separate provision in the statute relating to agriculture generally, expressly permits outside-school-hour employment of minors under 12 in harvesting berries for intrastate commerce under specified circumstances; applicable only to employment subject to FLSA.

Table 3
CHANGES IN BASIC MINIMUM WAGES IN NONFARM EMPLOYMENT UNDER STATE LAW: SELECTED YEARS
1965 TO 1980*

State or other jurisdiction	*1965(a)*	*1968(a)*	*1970(a)*	*1972*	*1976(a)*	*1979*	*1980*
Federal (FLSA)	$1.15 & $1.25	$1.15 & $1.60	$1.30 & $1.60	$1.60	$2.20 & $2.30	$2.90	$3.10
Alabama	...	...	...	...	...	...	...
Alaska	1.75	2.10	2.10	2.10	2.80	3.40	3.60
Arizona	18.72-26.40/wk.(b)	18.72-26.40/wk.(b)	18.72-26.40/wk.(b)	18.72-26.40/wk.(b)	...	...	...
Arkansas	1.25/day(b)	1.25/day(b)	1.10	1.20	1.90	2.30	2.55
California	1.30(b)	1.65(b)	1.65(b)	1.65(b)	2.00	2.90	2.90
Colorado	.60-1.00(b)	1.00-1.25(b)	1.00-1.25(b)	1.00-1.25(b)	1.00-1.25(b)	1.90	1.90
Connecticut	1.25	1.40	1.60	1.85	2.21 & 2.31	2.91	3.12
Delaware	...	1.25	1.25	1.60	2.00	2.00	2.00
Florida	...	...	...	...	...	...	...
Georgia	...	...	...	1.25	1.25	1.25	1.25
Hawaii	1.25	1.25	1.60	1.60	2.40	2.65	2.90
Idaho	1.00	1.15	1.25	1.40	1.60	2.30	2.30
Illinois	...	...	...	1.40	2.10	2.30	2.30
Indiana	...	1.15	1.25	1.25	1.25	2.00	2.00
Iowa	...	...	...	...	...	...	...
Kansas	...	...	...	...	...	1.60	1.60
Kentucky	.65-.75(b)	.65-.75(b)	.65-.75(b)	.65-.75(b)	1.60	2.00	2.15
Louisiana	...	...	...	...	...	...	...
Maine	1.00	1.40	1.60	1.40-1.80	2.30	2.90	3.10
Maryland	...	1.00 & 1.15	1.30	1.60	2.20 & 2.30	2.90	3.10
Massachusetts	1.25	1.60	1.60	1.75	2.10	2.90	3.10
Michigan	1.00	1.25	1.25	1.60	2.20	2.90	3.10
Minnesota	.70-1.15(b)	.70-1.15(b)	.75-1.60(b)	.75-1.60	1.80	2.30	2.90
Mississippi	...	...	...	...	...	...	...
Missouri	...	...	...	...	...	...	...
Montana	...	...	...	1.60	1.80	2.00	2.00
Nebraska	...	1.00	1.00	1.00	1.60	1.60	1.60
Nevada	1.15(b)	1.25	1.30	1.60	2.20 & 2.30	2.75	2.75
New Hampshire	1.25	1.40	1.45-1.60	1.60	2.20-2.30	2.90	3.10
New Jersey	1.00-1.50(b)	1.40	1.50	1.50	2.20	2.50	3.10
New Mexico	.70-.80	1.15-1.40	1.30-1.60	1.30-1.60	2.00	2.30	2.65
New York	1.25	1.60	1.60	1.85	2.30	2.90	3.10
North Carolina	.85	1.00	1.25	1.45	2.00	2.50	2.75
North Dakota	.75-.85(b)	1.00-1.25	1.00-1.45	1.00-1.45	2.00-2.20	2.10-2.30	2.60-3.10
Ohio	.70-1.00(b)	.75-1.25(b)	.75-1.25(b)	.75-1.25(b)	1.60	2.30	2.30
Oklahoma	...	1.00	1.00	1.40	1.80	2.00	2.00
Oregon	.75-1.00	1.25	1.25	1.25	2.30	2.30	2.90
Pennsylvania	1.00	1.15	1.30	1.60	2.20	2.90	3.10
Rhode Island	1.25	1.40	1.60	1.60	2.30	2.30	2.65
South Carolina	...	...	...	...	...	...	...
South Dakota	17.00-20.00/wk.(b)	17.00-20.00/wk.	1.00	1.00	2.00	2.30	2.30
Tennessee	...	...	...	...	...	...	...
Texas	...	...	...	1.40	1.40	1.40	1.40
Utah	.95-1.10(b)	1.00-1.15(b)	1.00-1.15(b)	1.20-1.35(b)	1.55-1.70(b)	2.20-2.45(b)	2.35-2.60(b)
Vermont	1.00	1.40	1.60	1.60	2.30	2.90	3.10
Virginia	...	...	...	...	2.00	2.35	2.35
Washington	1.25	1.60	1.60	1.60	2.20-2.30	2.30	2.30
West Virginia	...	1.00	1.00	1.20	2.00	2.20	2.20
Wisconsin	1.00-1.10(b)	1.25(b)	1.30(b)	1.45(b)	2.10	2.80	3.00
Wyoming	.75	1.20	1.30	1.50	1.60	1.60	1.60
Dist. of Col.	40.00-46.00/wk.(b)	1.25-1.40	1.60-2.00	1.60-2.25	2.25-2.75	2.46-3.00	2.50-3.50
Puerto Rico	.35-1.25	.43-1.60	.43-1.60	.65-1.60	.76-2.50	1.20-2.50	1.20-2.50

*Prepared by the Division of State Employment Standards, Employment Standards Administration, U.S. Department of Labor. Rates are for January 1 of each year, except in 1968 and 1972 which show rates as of February. The rates are per hour unless otherwise indicated. A range of rates, as in North Dakota and a few other states, reflects rates which differ by industry, occupation, geographic zone, or other factors, as established under wage-board type laws.

(a) Under the federal Fair Labor Standards Act (FLSA), the two rates shown in 1965, 1968, 1970, and 1976 reflect the former multiple-track minimum wage system in effect from 1961 to 1978. The lower rate applied to newly covered persons brought under the act by amendments, whose rates were gradually phased in. A similar dual-track system was also in effect in certain years under the laws in Connecticut, Maryland, and Nevada.

(b) The law applies only to women and minors.

EMPLOYMENT SECURITY ADMINISTRATION IN THE STATES*

Employment Service

THE WAGNER-PEYSER ACT authorized the establishment of the public employment service in the depression year of 1933 when unemployment had reached an estimated 13 million. It was established as a nationwide federal-state system of no fee, local employment offices to assist workers in obtaining employment.

Responsibility for the employment service system is shared by the U.S. Department of Labor and its state partners, with the department assisting in the establishment and maintenance of the system of public employment offices, including a veterans employment service, in the states. The department also has responsibility for establishing the procedures, standards, and guidelines for the operation of the system, while states have responsibility for preparing plans and carrying out the actual operation of the service.

The role of the public employment service was greatly expanded with the enactment of the Social Security Act of 1935, which established the federal-state Unemployment Insurance Program. Unemployment insurance laws stipulate that availability and ability to work are preconditions of eligibility for unemployment compensation. This requirement to be "able and available" for work has come to be known as the "work test" or "work requirement." The public employment service participates in the administration of the work test by providing labor exchange services to claimants and reporting the results of those services to the Unemployment Insurance Service.

In addition to performing its statutory role of a labor exchange under the Wagner-Peyser Act of 1933 and the Social Security Act of 1935, the federal-state employment service is now affected by some 23 other laws and 17 executive orders. These various laws and orders either directly or indirectly require that functions be performed which relate to specific target groups such as Vietnam-era veterans, handicapped individuals, recipients of Aid to Families with Dependent Children, food stamp recipients, and Comprehensive Employment and Training Act trainees.

The labor exchange function involves a variety of activities, depending upon the needs of the applicant, including:

- Interviewing applicants to determine their skills, knowledge, and interests.
- Soliciting job openings from employers and ascertaining their job requirements.
- Matching and referring applicants to openings.
- Counseling, testing, and providing placement assistance to applicants who want or need to make an occupational change, choice, or adjustment.

Applicant Clientele

In fiscal 1979, approximately 15.5 million job seekers with a wide variety of backgrounds and needs filed new applications or renewed previous ones with the nearly

---

*This chapter was prepared by the U.S. Employment Service and the Unemployment Insurance Service.

2,700 local employment service offices. (Most states now use "job service" to identify local offices of the public employment service.) Of every five applicants, two had a high school diploma and one had education beyond high school. The applicants included veterans, minorities, youth, older workers, handicapped workers, women, poor people, people with limited skills, and people with diverse skills and experience.

Of all applicants, approximately 14 percent were veterans, 30 percent were minority group members, and 33 percent were youth under age 22. About 13 percent were older workers, age 45 and over. About 5 percent were handicapped individuals who often excel if placed in appropriate employment. More than 46 percent were women, many seeking to reenter the labor force. About 25 percent had limited education and few job skills.

Employer Services

The purpose of the employer services program is to establish and maintain an effective and productive relationship with employers. Its primary objective is to generate an inflow of job openings in the volume and occupational variety necessary to satisfy the job needs of applicants.

The program includes several basic elements. Through employer contacts, the program serves as the central and primary point of communication between job service local offices and employers. Through employer technical assistance, employers are aided in recruitment, utilization, and retention of employees. Through the Job Service Improvement Project (JSIP), the employer community is involved in improving the overall operations of the local job service. The objective of JSIP is to bring in a larger volume and broader mix of job openings. It is local office oriented and consists of organizing an employer committee around the operations of a local office. The purpose is to get direct involvement of employers who use the job service in improving that service. In October 1979, there were approximately 900 committees in 49 states, representing 20,000 employers.

Employment Service Performance

Although the number of new applicants and renewals in fiscal 1979 remained about the same as in fiscal 1978, the number of individuals placed in jobs decreased 1.9 percent from 4.6 million in 1978 to 4.5 million in 1979. Nearly 1 million individuals were placed in subsidized jobs, including Public Service Employment, on-the-job training, and work experience openings.

Of those individuals placed, 3.1 million were placed in jobs expected to last over 150 days—a decrease of 1.5 percent from fiscal 1978. On the average, the placement wage rate was $3.69 per hour—up 10.1 percent over the year and well above the $2.90 minimum wage level for the year.

In fiscal 1979, 9 million job openings were received from nonagricultural industries. This compares to 9.1 million nonagricultural job openings in fiscal 1978. Of those nonagricultural job openings received in 1979, 1.1 million were subsidized and 8.4 million were unsubsidized.

New Developments

Targeted Jobs Tax Credit. The Revenue Act of 1978 established the Targeted Jobs Tax Credit (TJTC), which is an elective tax credit that applies to wage costs incurred by employers between January 1, 1979, and December 31, 1980, for employees in specific target groups hired after September 26, 1978. Potential employees are issued vouchers verifying that the employer would be eligible for the tax credit if the individual is hired. The vouchers are issued by several local agencies. The job service manages the TJTC program and once the employer indicates that the vouchered employee has been or will be hired, it provides certification necessary for the employer to be eligible for the credit.

Specific target groups are:

- Handicapped persons referred from vocational rehabilitation programs or the Veterans Administration.
- Young people 18 through 24 who are members of economically disadvantaged families.
- Recipients of Supplemental Security Income (SSI).
- Vietnam-era veterans under 35 who are economically disadvantaged.
- Persons who have received general assistance for 30 or more days.
- Youths 16 through 18 participating in cooperative education programs.
- Ex-offenders (felons) who are economically disadvantaged and are hired within five years after conviction or prison release.

Redwood Employee Protection Program. The Redwood Employee Protection Program is an employment, training, and benefits program administered by the California Employment Development Department as an agent of the Secretary of Labor. Its purpose is to aid workers adversely affected by the 1978 amendments to the Redwood National Park Act of 1968. Those amendments expanded the Redwood National Park by 48,000 acres and, in so doing, caused the layoff or downgrading of certain workers engaged in sawmill, plywood, and wood-processing operations. The program aids eligible persons through weekly layoff benefits, vacation replacement benefits, continuation of health and welfare benefits, accrual of pension rights and credits, retraining, job search allowance, relocation allowance, or severance payment.

Airline Employee Protection Program. The Airline Employee Protection Program is a federal program administered by the U.S. Department of Labor and cooperating state employment security agencies. The Airline Deregulation Act of 1978 provides protected employees with the first right of hire with other air carriers hiring additional employees and seniority and recall protection with the former air carrier. Further, the act requires the Secretary of Labor to publish a comprehensive list of job vacancies in the airline industry and provides protected employees with full employment services.

In addition, the act provides eligible protected employees (a protected employee is one whose employer has suffered a major contraction or bankruptcy as determined by the Civil Aeronautics Board) with monthly assistance payments for months of reduced wages and unemployment, and relocation assistance to move outside the employee's commuting area to accept employment.

Unemployment Insurance

The unemployment insurance system is a federal-state program which has been in operation for over 40 years. Under the system, the federal government sets general standards, provides all administrative financing, and cooperates with the states in all aspects of the program. The states are responsible for the enactment of pertinent state laws and are primarily responsible for administration of the program.

Unemployment insurance benefits are given as a matter of right with no means test and with a level of benefits subject to a maximum related to the individual's wage. It is by far the most important income maintenance program for the unemployed. It has been successful in providing benefits for the unemployed and as an economic stabilizer. The unemployment insurance system covers approximately 97 percent of all nonfarm workers.

Extended Benefits

The basic objective of the unemployment insurance program is to provide individuals and the economy with partial replacement of wages and purchasing power lost during short periods of involuntary unemployment. Most state laws limit benefits to 26 weeks. During periods of high unemployment, an additional 13 weeks may be provided under an extended benefits program, with costs shared between the federal and state governments. During recessions, Congress has enacted temporary programs to lengthen the period during which benefits are payable.

New Developments

Congress has established a National Commission on Unemployment Compensation for the purpose of undertaking a comprehensive examination of the present unemployment compensation programs and developing appropriate recommendations for future changes. Major attention is also being given to serious financial problems which have developed during the last few years. During calendar 1976, 23 states had to borrow from the federal government. P.L. 95-19 delays for two years, until January 1, 1980, the provisions in federal law which provide for recoupment of outstanding federal unemployment insurance loans to the states. The states, through the National Governors' Association and the Interstate Conference of Employment Security Agencies, have cooperated with Congress to improve the program. Various solutions to the problem have been proposed and alternative courses of action are currently under consideration.

Trade Adjustment Assistance

Trade adjustment assistance is a federal program administered by the U.S. Department of Labor and cooperating state employment security agencies under provisions of the Trade Act of 1974. Established to help workers who become totally or partially unemployed as a result of increased imports, the program provides employability services (such as testing, counseling, and job placement) designed to assist workers in returning as quickly as possible to productive employment.

Such benefits as training, job search allowances, and relocation allowances are available to those who meet specific qualifying requirements. Workers who qualify are paid trade readjustment allowances for weeks of unemployment. An eligible worker can receive trade readjustment allowances for weeks of approved training.

SELECTED DATA ON STATE UNEMPLOYMENT INSURANCE OPERATIONS, BY STATE: CALENDAR 1978*

State or other jurisdiction	*Employers subject to state law*	*Initial claims (a)*	*Beneficiaries*	*Average weekly benefit amount paid for total unemployment*	*Average duration of benefits (weeks)*	*Total benefit payments (b) (in thousands)*	*Average employer contribution rate during year (c)*	*Funds available for benefits at end of year (in thousands)*
Total	857,193	18,012,639	7,568,355	$83.51	13.3	$7,709,998	2.9	$4,554,205
Alabama	13,276	297,194	152,652	70.18	10.3	101,255	2.5	60,774
Alaska	3,125	79,589	43,079	85.01	19.6	76,386	4.1	57,781
Arizona	12,762	115,388	36,778	73.82	12.7	31,853	2.5	137,666
Arkansas	9,673	219,524	81,271	72.00	10.3	54,481	2.2	14,973
California	111,596	2,513,118	1,134,495	75.84	12.4	962,998	3.6	1,755,812
Colorado	15,070	147,171	51,750	92.59	11.2	49,901	1.6	97,935
Connecticut	10,966	366,720	159,491	89.43	16.8	138,350	3.0	-334,151
Delaware	2,128	62,978	25,081	93.56	13.8	30,068	2.9	-31,237
Florida	47,937	363,806	150,217	63.68	12.7	111,847	2.9	403,248
Georgia	18,220	367,387	181,321	73.39	8.6	104,077	2.2	346,862
Hawaii	4,221	57,332	28,236	93.24	16.0	37,391	3.5	37,694
Idaho	5,300	97,027	33,293	84.30	10.0	25,191	2.3	80,620
Illinois	30,387	767,852	370,391	97.68	17.7	608,958	3.2	-603,874
Indiana	16,478	351,661	136,813	75.75	9.9	95,081	1.7	358,115
Iowa	10,509	151,661	80,850	103.96	13.5	106,423	2.8	94,395
Kansas	11,296	89,717	45,104	84.47	12.3	47,334	2.6	200,108
Kentucky	12,581	253,212	119,946	79.30	11.4	101,259	2.3	166,113
Louisiana	15,347	208,257	96,665	91.62	14.7	123,471	1.7	124,164
Maine	4,624	173,094	61,520	73.33	10.5	40,736	3.2	-11,272
Maryland	12,592	264,245	111,504	76.40	12.2	98,454	4.3	121,058
Massachusetts	14,110	549,853	233,653	84.00	14.9	263,381	3.3	-49,668
Michigan	24,403	1,015,047	420,387	92.85	10.8	392,903	4.2	-6,886
Minnesota	14,023	181,629	105,103	96.06	13.7	116,633	2.4	-7,619
Mississippi	9,061	154,185	58,322	60.37	11.3	37,411	2.5	180,336
Missouri	18,242	436,398	168,689	75.62	10.7	119,001	2.4	210,948
Montana	4,620	62,579	28,681	84.14	12.3	26,706	3.1	4,346
Nebraska	7,360	57,630	30,905	79.54	10.5	24,486	1.1	66,055
Nevada	5,173	76,641	28,826	83.54	12.1	29,926	3.2	59,916
New Hampshire	3,703	52,016	26,503	74.35	6.9	14,389	2.1	60,474
New Jersey	25,647	738,520	337,608	87.68	17.8	515,674	3.9	-547,246
New Mexico	6,067	62,476	19,791	68.71	15.3	19,047	1.8	54,933
New York	58,258	1,736,270	617,089	83.74	19.5	881,246	3.4	30,829
North Carolina	20,033	506,515	164,884	71.65	9.3	99,358	2.0	403,553
North Dakota	4,347	34,853	18,359	87.40	13.8	20,286	2.2	16,525
Ohio	32,918	682,289	265,511	100.32	13.5	336,028	2.8	451,742
Oklahoma	12,471	105,983	38,108	75.91	11.4	30,774	2.2	119,292
Oregon	14 983	274,326	93,273	81.18	13.0	86,718	3.4	194,040
Pennsylvania	34,860	1,389,803	598,843	97.83	14.2	730,759	3.2	-994,613
Rhode Island	3,409	262,873	99,917	76.79	9.2	65,405	2.9	-88,048
South Carolina	9,179	247,020	76,591	73.31	11.2	58,711	2.0	136,147
South Dakota	3,647	33,620	13,323	78.35	10.7	8,806	1.1	13,694
Tennessee	16,215	401,490	142,327	65.96	11.7	98,616	2.1	242,538
Texas	55,883	408,670	173,279	68.18	12.6	137,518	0.9	346,260
Utah	6,463	67,250	34,422	88.70	11.8	31,720	1.7	48,807
Vermont	3,141	42,736	19,234	76.10	13.7	16,909	3.3	-30,400
Virginia	19,184	227,752	98,760	83.51	11.7	90,998	1.1	96,184
Washington	22,109	439,606	129,215	86.80	13.8	134,481	3.3	103,775
West Virginia	5,705	154,488	93,971	75.22	10.6	74,517	2.1	57,311
Wisconsin	14,890	360,054	168,354	94.36	11.6	168,097	3.5	362,255
Wyoming	3,514	14,548	6,752	88.03	10.3	7,309	2.0	58,712
Dist. of Columbia	2,420	39,713	27,628	106.66	19.5	50,531	2.7	-55,095
Puerto Rico	12,867	244,193	127,106	42.10	14.4	73,108	3.0	-52,846
Virgin Islands	209	4,679	2,484	63.46	20.3	3,006	2.7	-8,833

Source: Prepared by the Office of Research, Legislation and Program Policies, Unemployment Insurance Service, U.S. Department of Labor.

(a) Excludes transitional claims in order to reflect more nearly instances of new unemployment.

(b) Adjusted for voided benefit checks and transfers under the interstate combined-wage plans.

(c) Estimated for calendar 1978.

TOTAL UNEMPLOYMENT AND UNEMPLOYMENT RATES, BY STATE, ANNUAL AVERAGES: 1974-79*

State or other jurisdiction	*Unemployment (in thousands)*					*Unemployment rates*					
	1974	*1975*	*1976*	*1977*	*1978*	*1974*	*1975*	*1976*	*1977*	*1978*	*1979*
Alabama	78.0	111.0	100.0	114.0	101.0	5.5	7.7	6.8	7.4	6.3	7.1
Alaska	9.9	10.8	14.0	16.0	20.0	7.9	6.9	8.0	9.4	11.2	9.2
Arizona	61.0	111.9	92.0	80.0	61.0	6.8	12.1	9.8	8.2	6.1	5.1
Arkansas	42.9	81.0	62.0	60.0	58.0	5.2	9.5	7.1	6.6	6.3	6.2
California	670.0	925.0	888.0	834.0	755.0	7.3	9.9	9.2	8.2	7.1	6.2
Colorado	46.0	80.0	71.0	78.0	71.0	4.1	6.9	5.9	6.2	5.5	4.8
Connecticut	88.0	133.0	138.0	106.0	79.0	6.1	9.1	9.5	7.0	5.2	5.1
Delaware	16.7	25.1	23.0	23.0	21.0	6.7	9.8	8.9	8.4	7.6	8.0
Florida	207.0	365.0	311.0	289.0	245.0	6.2	10.7	9.0	8.2	6.6	6.0
Georgia	109.0	185.0	179.0	156.0	131.0	5.2	8.6	8.1	6.9	5.7	5.1
Hawaii	29.6	31.8	39.0	30.0	31.0	7.9	8.3	9.8	7.3	7.7	6.3
Idaho	18.4	23.0	21.0	23.0	23.0	5.5	6.6	5.7	5.9	5.7	5.7
Illinois	210.0	356.0	331.0	321.0	323.0	4.2	7.1	6.5	6.2	6.1	5.5
Indiana	123.0	206.0	148.0	141.0	146.0	5.2	8.6	6.1	5.7	5.7	6.4
Iowa	282.2	55.8	53.0	56.0	57.0	2.2	4.3	4.0	4.0	4.0	4.1
Kansas	34.5	48.2	46.0	45.0	35.0	3.4	4.6	4.2	4.1	3.1	3.4
Kentucky	64.0	103.0	81.0	70.0	82.0	4.5	7.3	5.6	4.7	5.2	5.6
Louisiana	97.0	106.0	102.0	109.0	113.0	7.1	7.4	6.8	7.0	7.0	6.7
Maine	29.0	47.2	42.0	39.0	29.0	6.5	10.3	8.9	8.4	6.1	7.2
Maryland	84.0	128.0	127.0	118.0	114.0	4.7	6.9	6.8	6.1	5.6	5.9
Massachusetts	190.0	303.0	262.0	225.0	173.0	7.2	11.2	9.5	8.1	6.1	5.5
Michigan	288.0	487.0	374.0	337.0	289.0	7.4	12.5	9.4	8.2	6.9	7.8
Minnesota	77.0	107.0	110.0	98.0	76.0	4.3	5.9	5.9	5.1	3.8	4.2
Mississippi	41.9	76.6	62.0	71.0	68.0	4.6	8.3	6.6	7.4	7.1	5.8
Missouri	95.0	142.0	133.0	131.0	114.0	4.6	6.9	6.2	5.9	5.0	4.5
Montana	16.7	20.6	20.0	22.0	22.0	5.2	6.4	6.1	6.4	6.0	5.1
Nebraska	18.4	27.7	24.0	28.0	23.0	2.6	3.9	3.3	3.7	2.9	3.2
Nevada	20.7	28.0	27.0	23.0	15.0	7.6	9.7	9.0	7.0	4.4	5.1
New Hampshire	20.4	34.0	25.0	24.0	16.0	5.5	9.1	6.4	5.9	3.8	3.1
New Jersey	203.0	333.0	345.0	316.0	246.0	6.3	10.2	10.4	9.4	7.2	6.9
New Mexico	34.6	44.6	43.0	39.0	30.0	8.2	10.0	9.1	7.8	5.8	6.6
New York	482.0	729.0	792.0	708.0	603.0	6.4	9.5	10.3	9.1	7.7	7.1
North Carolina	111.0	217.0	159.0	155.0	116.0	4.5	8.6	6.2	5.9	4.3	4.8
North Dakota	8.3	9.7	10.0	14.0	14.0	3.2	3.6	3.6	4.8	4.6	3.7
Ohio	225.0	428.0	369.0	311.0	267.0	4.8	9.1	7.8	6.5	5.4	5.9
Oklahoma	49.0	83.0	65.0	61.0	49.0	4.4	7.2	5.6	5.0	3.9	3.4
Oregon	76.0	110.0	102.0	83.0	72.0	7.5	10.6	9.5	7.4	6.0	6.8
Pennsylvania	258.0	421.0	404.0	398.0	364.0	5.1	8.3	7.9	7.7	6.9	6.9
Rhode Island	23.1	47.9	35.0	38.0	29.0	5.5	11.1	8.1	8.6	6.6	6.6
South Carolina	68.0	130.0	87.0	92.0	74.0	5.9	8.7	6.9	7.2	5.7	5.0
South Dakota	8.3	11.5	11.0	10.0	10.0	2.7	3.7	3.4	3.3	3.1	3.5
Tennessee	92.0	151.0	110.0	120.0	110.0	5.1	8.3	6.0	6.3	5.8	5.8
Texas	220.0	296.0	320.0	310.0	288.0	4.3	5.6	5.7	5.3	4.8	4.2
Utah	23.1	32.3	29.0	28.0	21.0	4.8	6.5	5.7	5.3	3.8	4.3
Vermont	13.1	20.0	19.0	16.0	14.0	6.4	9.4	8.7	7.0	5.7	5.1
Virginia	98.0	145.0	136.0	127.0	130.0	4.5	6.4	5.9	5.3	5.4	4.7
Washington	108.0	147.0	137.0	144.0	120.0	7.2	9.5	8.7	8.8	6.8	6.8
West Virginia	45.1	57.0	51.0	49.0	46.0	6.9	8.5	7.5	7.1	6.3	6.7
Wisconsin	94.0	148.0	122.0	109.0	118.0	4.5	6.9	5.6	4.9	5.1	4.5
Wyoming	5.2	7.0	7.0	7.0	7.0	3.4	4.2	4.1	3.6	3.3	2.8
Dist. of Col.	20.0	26.0	30.0	32.0	28.0	6.0	7.6	9.1	9.7	8.5	7.5
Puerto Rico	115.8	157.5	176.8	186.7	175.4	13.2	18.1	19.5	19.9	18.1	N.A.

**Source:* Bureau of Labor Statistics, U.S. Department of Labor. Unemployment figures for 1979 not available at time of compilation.

SELECTED EMPLOYMENT SERVICE ACTIVITIES, BY STATE: FISCAL 1978*

State or other jurisdiction	*New applications and renewals*	*Individuals counseled*	*Individuals tested*	*Individuals placed (nonagricultural)*	*Placement transactions (nonagricultural)*
Total	15,463,036	1,048,133	762,127	4,438,644	6,246,822
Alabama	357,889	20,573	30,695	91,583	111,575
Alaska	61,790	1,961	2,453	22,506	30,594
Arizona	250,739	10,502	7,510	75,844	108,838
Arkansas	274,038	12,664	10,351	83,124	130,345
California	1,258,221	45,555	22,404	382,586	562,268
Colorado	226,804	14,981	6,759	62,931	99,376
Connecticut	180,842	16,233	5,573	49,815	58,329
Delaware	36,522	3,759	1,487	7,068	9,038
Florida	540,065	28,387	20,241	163,569	211,211
Georgia	363,323	41,740	15,992	115,771	148,808
Hawaii	87,881	5,380	1,291	22,892	26,595
Idaho	107,252	9,017	7,721	36,034	50,795
Illinois	711,708	89,119	19,914	164,291	210,198
Indiana	449,743	17,923	18,710	119,216	147,778
Iowa	258,875	10,086	22,171	102,670	145,898
Kansas	161,581	11,157	5,089	53,401	78,133
Kentucky	276,221	31,064	23,408	74,170	87,724
Louisiana	266,807	14,676	17,085	73,074	91,842
Maine	71,552	6,110	1,022	24,377	29,207
Maryland	106,138	12,543	7,187	41,940	48,514
Massachusetts	302,423	22,267	6,047	96,888	127,278
Michigan	746,422	23,470	21,710	137,604	182,230
Minnesota	270,733	14,014	20,230	92,258	123,009
Mississippi	260,069	40,744	27,478	84,611	110,150
Missouri	395,779	20,672	26,994	121,634	166,599
Montana	98,950	15,108	9,780	34,738	53,985
Nebraska	107,314	7,112	5,704	40,600	61,011
Nevada	91,137	6,696	6,806	28,760	51,150
New Hampshire	65,445	4,169	1,548	15,960	19,375
New Jersey	316,788	17,679	6,496	94,736	131,047
New Mexico	151,609	15,160	6,308	40,645	59,878
New York	771,093	61,487	36,012	230,383	488,360
North Carolina	435,143	32,286	37,857	115,414	138,010
North Dakota	68,277	6,697	7,308	30,681	46,382
Ohio	725,485	20,906	30,264	148,423	210,442
Oklahoma	282,692	38,593	18,922	87,794	160,630
Oregon	271,233	25,476	10,679	75,574	104,828
Pennsylvania	648,547	45,653	35,898	197,545	235,293
Rhode Island	55,084	10,364	968	17,247	25,977
South Carolina	231,440	20,894	20,594	69,880	83,724
South Dakota	70,771	7,619	5,730	35,427	67,210
Tennessee	271,971	24,671	20,510	95,780	120,871
Texas	1,006,604	62,419	68,100	288,939	454,398
Utah	141,290	15,629	14,624	53,204	83,992
Vermont	54,889	6,941	1,823	13,969	17,306
Virginia	356,668	23,353	27,976	81,848	101,961
Washington	293,399	18,648	7,871	75,225	112,833
West Virginia	153,871	11,130	5,901	47,328	58,804
Wisconsin	353,542	26,355	11,202	96,485	117,029
Wyoming	52,861	4,701	3,816	22,482	34,535
Dist. of Columbia	91,097	10,735	7,662	26,150	35,073
Puerto Rico	218,419	13,015	2,228	73,570	76,656

**Source:* U.S. Employment Service, U.S. Department of Labor.

Section VII
INTERGOVERNMENTAL AFFAIRS

1. Interstate Organizations

THE COUNCIL OF STATE GOVERNMENTS

THE COUNCIL of State Governments is a nonprofit state-supported and state-directed research, information, and service organization providing governmental assistance to officials at all levels of state government. Formally established in 1933, the mission of the Council is to strengthen state governments in the American federal system by collecting and disseminating information, promoting intergovernmental cooperation, and working to improve state government administrative and management techniques.

Various mechanisms are used to accomplish these tasks. On both the national and regional levels, the Council of State Governments collects, analyzes, and disseminates great amounts of state government data. Collecting the information includes soliciting and storing thousands of state, federal, and interstate agency-generated reports and data—both in document and computer formats. Analysis ranges from responding to hundreds of individual inquiries per month for state government information and tabular aggregation of all state responses to a particular issue, to a thorough examination of an issue followed by recommendations for state actions in a specific state's program. Disseminating the information involves conferences and seminars at the regional and national levels, training programs, and published reports and news accounts made available to elected and appointed state government officials who form the Council's principal client group.

A basic premise of the Council is that the states themselves are a primary source of ideas and information necessary to resolve administrative and legislative issues and problems. Thus, the Council serves as a major conduit for this interstate flow of information.

Offices of the Council

In the earliest years of the Council's developments, state officials foresaw the need to establish regional operations almost simultaneously with central services. When the Council's headquarters were established in Chicago, Illinois, in the early 1930s, a regional director was selected to work with the Council's executive director with the specific duty of serving the midwestern states.

Acknowledging the concept of the states' strength through regional diversity, regional offices were established in the 1930s and 1940s in New York City to serve the northeastern states; San Francisco, California, to serve the western states; and, in 1958, in Atlanta, Georgia, to serve the southern states. An executive committee, representing state officials in a specific region, selects the issues and staff work focus for regional activities.

To stay attuned to federal activities which affect the states and to present state views when intergovernmental perspectives are required, the Council also established a Washington, D.C., office in 1938.

In 1969, the central office of the Council was relocated in Lexington, Kentucky, and the Chicago office became a regional center for the midwestern states.

Finances and Direction

The states and U.S. territories and commonwealths contribute to the Council's financial support. Additionally, the Council administers several private foundation and federal grant programs that are aligned with the organization's own research and information goals on behalf of the states and territories.

Organizational focus and overall direction for the activities of the Council's staff of about 160 persons are provided by a governing board consisting of all the nation's governors and, typically, two legislators from each state and jurisdiction. A governor serves as president of the Council and a legislator as chairman. Additionally, a lieutenant governor, an attorney general, and a chief justice of one of the states' highest courts represent their respective associations of state officials as members of the Council's governing board and executive committee.

From this broad-based governing body, totaling about 175 elected state officials, an executive committee of about one fifth of the governing board's number manages the business affairs of the Council between the annual governing board meetings. The annual meetings serve the dual role of providing a forum for the discussion of substantive state and federal issues and concerns, and conducting the management activities of the Council of State Governments.

The executive committee selects an executive director who is in charge of the Council's national and Washington offices. In November 1979, the governing board of the Council of State Governments adopted amendments to its articles of organization designed to further enhance the Council's regional concept. These changes provide a stronger role for regional state officials in the selection of regional office directors and formulation of regional budgets. A final budget coordination procedure outlined in the amended articles places decisionmaking authority in a 13-member budget committee representing both national and regional perspectives.

Operations of the Council

Secretariat Services

Because of the continuing need for a dialogue on issues affecting the states and the importance to state officials of discussing these issues on a face-to-face basis, the Council maintains a strong staff role in the area of secretariat services. Secretariat services typically involve arranging annual and midterm meetings of national or regional groups of state officials, recording the minutes of these meetings, and communicating policy resolutions from these groups in the most effective manner. Resolutions generally emphasize state reactions to particular issues and suggest solutions to the problems posed. Policy resolutions are disseminated widely by the Council and often are incorporated into state and federal legislation and administrative decisions and regulations.

The Council primarily provides the staff secretariat function to the governing board of the Council of State Governments and its executive committee and to several national organizations of state officials including the lieutenant governors, attorneys general, purchasing officials, and others. At the regional office level, similar services are provided for the regional conferences of state officials and their respective executive committees and the regional associations of state officials.

Research and Publications

Two types of research are at the heart of the Council's efforts to keep the states' continuously aware of innovative and improved state responses to issues affecting their citizens—survey data accumulation and policy analysis.

The survey mechanism has been a mainstay of the Council's activities beginning with the late Colorado Senator Henry Toll's efforts in the 1920s to accumulate the names and addresses of the nation's more than 7,500 state legislators. Such surveys now run the gamut of state government issues including financial activities, employment statistics, and legislation on specific issues, as well as the names and addresses of state officials for numerous rosters generated by the Council each year.

Policy analysis research within the Council often involves applications for federal grants or contracts in specific areas, such as criminal justice reform, state innovations productivity, governmental auditing and accounting, environmental resources, human services, and many others. Work programs usually involve assembling groups of state officials as advisers to the project; field research and writing; and publication of documents containing recommendations for improved state activity relative to the issues reviewed. Such grant and contract work in fiscal 1979 and 1980 resulted in the publication and dissemination of more than 20,000 documents.

Immediate information needs are served by a Council inquiry unit which operates through telephone responses, follow-up documentation, and computer data searches.

Basic and ongoing publications of the Council, in addition to contract and grant document requirements, include news publications such as *State Headlines*, a biweekly providing brief news notes on the most recent state actions; *State Government News*, a monthly magazine more thoroughly reviewing state government issues and trends; and *State Government*, a quarterly magazine providing a scholarly perspective on state government areas of interest.

Biennially, the Council produces *The Book of the States*, which includes more than 600 pages of textual and tabular material on a wide range of state government programs. *The Book of the States* is known internationally as the most reliable reference material on states and their governments.

Other standard publications include the annual volume of draft acts known as *Suggested State Legislation*. Selected by a committee of state legislators and other state officials, these acts provide a ready source of pre-drafted statute models on a variety of topics each year. (Titles of the drafts in the 1979 and 1980 editions of *Suggested State Legislation* are provided in this section.)

State Services

This function constitutes the Council's implementation program. Subsequent to research, publication, and accumulation of the necessary expertise in state government fields of interest, state services is enlisted to deliver a useful, timely state government program directly to the doorstep of the state capitols. Included in these units of service are the:

Innovations Transfer Program—An activity involving finding innovative state approaches to a problem or issue, researching the issue, and publishing reports of findings and recommendations. As a follow-up procedure, the Council's innovations program staff is available to discuss with governors, legislators, and other state officials the necessary procedures for transferring these programs from state to state.

Interstate Consulting Program—Tailored to an individual requesting state's needs, this program is designed to find the best advice and counsel within other states on a particular problem or issue and to provide the administrative mechanism for bringing the states' advisers together with the requesting state for relevant discussions and planning. In the past two years, interstate consulting projects have been concerned with state printing, purchasing, public information for legislatures, financial and program auditing and accounting, and administrative organization.

Training Programs—Using the most modern techniques of training, including studio and on-location videotape training film production, the Council is actively engaged in the state government training function. Training is under way or is being finalized in such areas as state auditing and accounting, and personnel management.

Officers and Executive Committee
THE COUNCIL OF STATE GOVERNMENTS
1979-80

President
GOVERNOR OTIS R. BOWEN, M.D., Indiana

Chairman
SENATE PRESIDENT OLIVER OCASEK, Ohio

Vice President
GOVERNOR GEORGE NIGH, Oklahoma

Vice Chairman
REPRESENTATIVE WILLIAM GRANNELL, Oregon

Other Members

SENATE PRESIDENT FRED E. ANDERSON, Colorado
SENATOR KEITH ASHWORTH, Nevada
GOVERNOR VICTOR ATIYEH, Oregon
SENATE PRESIDENT JASON BOE, Oregon
GOVERNOR JOSEPH E. BRENNAN, Maine
ATTORNEY GENERAL CHAUNCEY H. BROWNING, West Virginia
GOVERNOR BRENDAN T. BYRNE, New Jersey
SENATOR ROBERT L. CLARK, Nebraska
SPEAKER BILL CLAYTON, Texas
SENATE PRESIDENT ROSS O. DOYEN, Kansas
GOVERNOR EDWIN EDWARDS, Louisiana
GOVERNOR JOHN V. EVANS, Idaho
SENATE PRESIDENT PRO TEM CARL E. GAINER, West Virginia
GOVERNOR J. JOSEPH GARRAHY, Rhode Island
SENATOR JOSEPH S. GENDRON, Rhode Island
GOVERNOR ROBERT GRAHAM, Florida
REPRESENTATIVE ROY HAUSAUER, North Dakota
SPEAKER PRO TEM RICHARD S. HODES, Florida
GOVERNOR ROBERT F. LIST, Nevada
SENATOR JOHN J. MARCHI, New York
LIEUTENANT GOVERNOR WILLIAM C. PHELPS, Missouri
SPEAKER GEORGE B. ROBERTS, JR., New Hampshire
SENATOR KENNETH C. ROYALL, JR., North Carolina
SENATOR ANTHONY SCARDINO, JR., New Jersey
CHIEF JUSTICE ROBERT J. SHERAN, Minnesota
GOVERNOR CHARLES THONE, Nebraska

THE COUNCIL OF STATE GOVERNMENTS
Regional Conference Officials

As of January 1980

EASTERN CONFERENCE

Senator Anthony Scardino, Jr., New Jersey, *Chairman*
Representative Timothy J. Moynihan, Connecticut, *Vice Chairman*
Senator Joseph S. Gendron, Rhode Island, *Immediate Past Chairman*

Connecticut
Secretary of State Barbara B. Kennelly
Senator Audrey P. Beck

Delaware
State Treasurer Thomas R. Carper
Senate President Pro Tem Richard S. Cordrey
Speaker John P. Ferguson

Maine
Senator Dana C. Devoe
Representative Donald V. Carter
Representative Sandra Prescott

Massachusetts
Senator Stanley J. Zarod
Representative John J. Long
Representative W. Paul White

New Hampshire
Senate President Robert B. Monier
Representative Marshall French

New Jersey
Attorney General John Degnan
Senator William J. Hamilton, Jr.
Assemblyman Albert Burstein

New York
Senator Vander L. Beatty
Senator John J. Marchi
Speaker Stanley J. Fink

Pennsylvania
Senator Michael A. O'Pake
House Minority Leader K. Leroy Irvis
Representative C. L. Schmitt

Rhode Island
Governor J. Joseph Garrahy
Senate Majority Leader Joseph S. Gendron
Speaker Edward P. Manning
Representative Mary Kilmarx

Vermont
Lieutenant Governor Madeleine M. Kunin
Senator William T. Doyle
Representative Frederick W. Hutchinson

Virgin Islands
Senate President Elmo D. Roebuck

COMMITTEES AND CHAIRMEN

Special Task Force on Economic Affairs
Senator William Hamilton, Jr., New Jersey

Urban and Rural Affairs
Senator Vander L. Beatty, New York

Human Resources
Representative Sandra Prescott, Maine

Fiscal Affairs and Government Operations
Vacancy

Energy
Representative Mary Kilmarx, Rhode Island

MIDWESTERN CONFERENCE

Representative Roy Hausauer, North Dakota, *Chairman*
Representative Casmer P. Ogonowski, Michigan, *Vice Chairman*
Senator Robert L. Clark, Nebraska, *Immediate Past Chairman*

Illinois
Senator Philip J. Rock

Missouri
Senate President Pro Tem Norman L. Merrell

MIDWESTERN CONFERENCE—Continued

Indiana
Speaker Pro Tem John J. Thomas

Iowa
Senator Majority Leader Calvin O. Hultman

Kansas
Speaker Wendell E. Lady
Senate President Ross O. Doyen

Minnesota
Senator Hubert H. Humphrey III

Ohio
Senate President Oliver Ocasek
Representative Vernon F. Cook

South Dakota
Representative Jerome B. Lammers

Wisconsin
Assembly Majority Floor Leader James W. Wahner
Senate Majority Leader William A. Bablitch

TASK FORCES AND CHAIRMEN

Agriculture
Representative Joseph E. Tregoning, Wisconsin

Education
Senator Joseph C. Harder, Kansas

Energy
Senator Hubert H. Humphrey III, Minnesota

Legislative Oversight
Senate President Pro Tem Mary A. McClure, South Dakota

Taxation
Representative James C. West, Iowa

Transportation
Senator Donald N. Dworak, Nebraska

SOUTHERN LEGISLATIVE CONFERENCE

Senator Kenneth C. Royall, Jr., North Carolina, *Chairman*
Representative Mark D. O'Brien, Kentucky, *Vice Chairman*
Senate President Pro Tem Carl E. Gainer, West Virginia, *Past Chairman*

Alabama
Lieutenant Governor George McMillan, Jr.
Speaker Pro Tem Richard S. Manley

Arkansas
Representative Ray S. Smith, Jr.
Senator Joe Ray

Florida
Speaker J. Hyatt Brown

Georgia
Senator Render Hill
Speaker Tom Murphy

Kentucky
President Pro Tem Joseph W. Prather
Speaker William G. Kenton

Louisiana
Senate President Michael H. O'Keefe
Speaker E. L. Henry

Maryland
Senate President James Clark, Jr.
Speaker Benjamin L. Cardin

Mississippi
Representative George Payne Cosser
Senator Carroll Ingram

North Carolina
Speaker Carl J. Stewart, Jr.
President Pro Tem Craig Lawing

Oklahoma
Senate President Pro Tem Gene C. Howard
Speaker Daniel D. Draper, Jr.

Puerto Rico
Senate President Luis A. Ferre
Representative Jose Granados-Navedo

South Carolina
Speaker Rex L. Carter
President Pro Tem L. Marion Gressette

Tennessee
Speaker Ned R. McWherter
Lieutenant Governor John S. Wilder

Texas
Speaker Bill Clayton
Senator John Traeger

Virginia
President Pro Tem Edward E. Willey
Delegate J. W. O'Brien

West Virginia
Senate President W. T. Brotherton, Jr.
Delegate W. Marion Shiflet

SOUTHERN LEGISLATIVE CONFERENCE—Continued

COMMITTEES AND CHAIRMEN

Agriculture and Rural Development
Representative Donald Blandford, Kentucky

Consumer Protection
Senator Perrin Purvis, Mississippi

Criminal Justice
Senator Thomas V. Miller, Jr., Maryland

Energy
Senate President Pro Tem Knox Nelson, Arkansas

Federal Preemption
Senate President Michael H. O'Keefe, Louisiana

Environmental Quality and Natural Resources
Delegate J. W. O'Brien, Jr., Virginia

Fiscal Affairs and Government Operations
Representative T. W. Edwards, Jr., South Carolina

Human Resources and Urban Affairs
Senator Clovis Bryant, Arkansas

Transportation
Speaker Pro Tem C. M. Hancock, Kentucky

WESTERN CONFERENCE

Representative William Grannell, Oregon, *Chairman*
Senator Keith Ashworth, Nevada, *Chairman-Elect*
Representative Gary Peterson, Utah, *Vice President*
Senator Robert H. Ziegler, Sr., Alaska, *Immediate Past Chairman*

Alaska
Senator Glenn Hackney
Senator George Hohman
Representative Joseph H. McKinnon

American Samoa
Senator Maiavatele P. Hunkin
Senator Tagaloa M. Tuiolosega

Arizona
Senate President Leo Corbet
Senator James Mack
Representative Sam McConnell, Jr.

Colorado
Senate President Fred E. Anderson
Representative Bob Kirscht

Guam
Senator Cecilia C. Bamba
Speaker Thomas V. C. Tanaka

Hawaii
Senator John Ushijima

Idaho
Representative Walter E. Little
Senator James Risch
Representative John Sessions

Montana
Senator John Healy
Representative Robert L. Marks
Representative John Scully

Nevada
Senator James I. Gibson
Assemblyman Thomas J. Hickey
Senator Lawrence E. Jacobsen
Speaker Paul W. May, Jr.

New Mexico
Representative Leo D. Catanach
Representative James A. Caudell
Senator Alex G. Martinez

Oregon
Representative Gretchen Kafoury
Senator Jason Boe
Speaker Hardy Myers
Senator E. D. Potts

Utah
Representative C. Demont Judd
Speaker James V. Hansen
Senate President Miles Ferry
Senator Karl N. Snow, Jr.

Washington
Senator Gordon Walgren
Co-Speaker Duane Berentson
Co-Speaker John A. Bagnariol

Wyoming
Senator Milton E. Nichols
Senator Donald L. Northrup
Representative Russ Donley

COMMITTEES AND CHAIRMEN

Agriculture
Assemblyman Thomas J. Hickey, Nevada

Education and Social Services
Senator Glenn Hackney, Alaska

Energy and Resources
Senator Lawrence E. Jacobsen, Nevada

Government Reform and Fiscal Affairs
Senator Karl N. Snow, Jr., Utah

Judiciary
Representative John Scully, Montana

Transportation
Representative John Sessions, Idaho

PROPOSALS OF THE COMMITTEE ON SUGGESTED STATE LEGISLATION

1979 Suggested State Legislation

PROPOSALS ACCOMPANIED BY DRAFT LEGISLATION

Tenant Security Deposit Act
Home Insulation Loan Guarantee Act
State Early Release and Work Furlough Act
Building Energy Conservation Standards Act
State Alternative Energy Tax Incentive Act
Civilian Conservation Work Program Act
Freshwater Wetlands Act
State Employables Program Act
State Parent Locator Act
Community Development Finance Corporation Act
Community Corrections Act
Disabled Physician Act
Medical Discipline Acts
State Temporary Intergovernmental Assignment Act—Amended
Public Buildings Cooperative Use Act
State Environmental Policy Act Amendment
State Identity Protection Act
Model State Vital Statistics Act
Interstate Weather Modification Compact
Art in Public Places Act
Regulation of Invention Development Services Act
State Clean Indoor Air Act
State Health Statistics Act
State Health Manpower Pilot Projects Act
Local Government Investment Pool Act
State Health Services Cost Review Commission Act
State Appropriation and Budgeting of Federal Funds Act
Local Government Impact Fiscal Notes Act

STATEMENTS WITHOUT ACCOMPANYING DRAFT LEGISLATION

State Energy Resources Act—Statement
State Water Resources Legislation—Statement

1980 Suggested State Legislation

PROPOSALS ACCOMPANIED BY DRAFT LEGISLATION

State and Local Government Pooled Insurance Act
Intergovernmental Tax Cooperation Act
Public Deposits and Investments of Idle Funds Act
Consolidated State-Administered Pension System Act
Public Pension Review Act
Local Accounting, Auditing, and Financial Reporting Act
State Compensation to Local Governments for State-Owned Property Act
Nonpermanent Employees Act
Contributions to Employee Social Security Act
Housing and Neighborhood Conservation Act
Endangered Species Act
Solar Energy Systems Encouragement Act
Solar Energy Development Commission Act
Private Lands and Public Recreation Act
Oil Spill Compensation and Control Act
Trails System Act
Environmental Radiation Protection Act
Tourist Information Act
Health Insurance Continuation and Conversion Act
Comprehensive Health Insurance Act
Dental Practice Act
Home Care Services Act
Uniform Brain Death Act
Uniform Audio-Visual Deposition Act
Juvenile Justice Act
Food Stamp Fraud Disqualification Act
Administrative Procedures Act—Food Stamp Emergency Clause
Litter and Recyling Act
Purchases of Recycled Paper Act

STATEMENTS WITHOUT ACCOMPANYING DRAFT LEGISLATION

Model Procurement Code for State and Local Governments—Statement
Model Sentencing and Corrections Act—Statement

SELECTED ORGANIZATIONS SERVING STATE AND LOCAL GOVERNMENT OFFICIALS

Academy for Contemporary Problems, 1501 Neil Avenue, Columbus, Ohio 43201. (614) 421-7700

Advisory Commission on Intergovernmental Relations, 1111-20th Street, NW, Suite 2000, Washington, D.C. 20575. (202) 653-5640

American Association of State Highway and Transportation Officials, 444 North Capitol Street, Washington, D.C. 20001. (202) 624-5800

American Judicature Society, 200 West Monroe, Suite 1606, Chicago, Illinois 60606. (312) 236-0634

American Planning Association, 1313 East 60th Street, Chicago, Illinois 60637. (312) 947-2560.

American Public Health Association, 1015-18th Street, NW, Washington, D.C. 20036. (202) 467-5000

American Public Welfare Association, 1155-16th Street, NW, Suite 201, Washington, D.C. 20036. (202) 833-9250

American Public Works Association, 1313 East 60th Street, Chicago, Illinois 60637. (312) 947-2520.

American Society for Public Administration, 1225 Connecticut Avenue, NW, Washington, D.C. 20036. (202) 785-3255

Association of Government Accountants, 727 South 23rd Street, Suite 120, Arlington, Virginia 22202. (703) 684-6931

Association of State and Territorial Health Officials, 1015-18th Street, Ninth Floor, Washington, D.C. 20036. (202) 789-1044.

Building Officials and Code Administrators International, 17926 South Halsted Street, Homewood, Illinois 60430. (312) 799-2300

Committee on the Office of Attorney General, 3901 Barrett Drive, Raleigh, North Carolina 27609. (919) 781-5060

Conference of Chief Justices, 300 Newport Avenue, Williamsburg, Virginia 23185. (804) 253-2000

Conference of State Court Administrators, 300 Newport Avenue, Williamsburg, Virginia 23185. (804) 253-2000

Council of State Community Affairs Agencies, 444 North Capitol Street, Washington, D.C. 20001. (202) 624-5850

Council of State Governments, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

Council of State Planning Agencies, 444 North Capitol Street, Suite 291, Washington, D.C. 20001. (202) 624-5386

Education Commission of the States, 300 Lincoln Tower Building, 1860 Lincoln Street, Denver, Colorado 80295. (303) 861-4917.

Federation of Tax Administrators, 444 North Capitol Street, Washington, D.C. 20001. (202) 624-5890

International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, Maryland 20760. (301) 948-0922

International City Management Association, 1140 Connecticut Avenue, NW, Washington, D.C. 20036. (202) 293-2200

International Personnel Management Association, 1850 K Street, NW, Suite 870, Washington, D.C. 20036. (202) 833-5860

Interstate Conference of Employment Security Agencies, 444 North Capitol Street, NW, Suite 126, Washington, D.C. 20001. (202) 628-5588

Municipal Finance Officers Association of U.S. and Canada, 180 North Michigan Avenue, Chicago, Illinois 60601. (312) 977-9700

National Association for State Information Systems, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

National Association of Attorneys General, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

National Association of Conservation Districts, 1025 Vermont Avenue, NW, Washington, D.C. 20005. (202) 347-5995

National Association of Counties, 1735 New York Avenue, NW, Washington, D.C. 20036. (202) 785-9577

National Association of Insurance Commissioners, 633 West Wisconsin Avenue, Suite 1015, Milwaukee, Wisconsin 53203. (414) 271-4464

National Association of Regulatory Utility Commissioners, 1102 ICC Building, P.O. Box 684, Washington, D.C. 20044. (202) 628-7324

National Association of State Auditors, Comptrollers, and Treasurers, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

National Association of State Boards of Accounting, 1211 Avenue of the Americas, New York, New York 10036. (212) 575-6246

National Association of State Boards of Education, 444 North Capitol Street, NW, Suite 526, Washington, D.C. 20001. (202) 624-5845

National Association of State Budget Officers, 444 North Capitol Street, Washington, D.C. 20001. (202) 624-5382

National Association of State Departments of Agriculture, 1616 H Street, NW, Washington, D.C. 20006. (202) 628-1566

National Association of State Mental Health Program Directors, 1001 Third Street, SW, Suite 114, Washington, D.C. 20024. (202) 554-7807

National Association of State Purchasing Officials, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

National Association of Tax Administrators, 444 North Capitol Street, Washington, D.C. 20001. (202) 624-5890

National Center for State Courts, 300 Newport Avenue, Williamsburg, Virginia 23185. (804) 253-2000

National Conference of Commissioners on Uniform State Laws, 645 North Michigan Avenue, Chicago, Illinois 60611. (312) 321-9710

National Conference of Lieutenant Governors, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

National Conference of State Legislatures, 1405 Curtis Street, 23rd Floor, Denver, Colorado 80202. (303) 623-6600

National Council on Governmental Accounting, 180 North Michigan Avenue, Suite 800, Chicago, Illinois 60601. (312) 977-9700

National Criminal Justice Association, 444 North Capitol Street, Suite 305, Washington, D.C. 20001. (202) 347-4900

National Governors' Association, 444 North Capitol Street, Washington, D.C. 20001. (202) 624-5300

National Intergovernmental Audit Forum, 441 G Street, NW, Washington, D.C. 20548. (202) 275-5200

National League of Cities, 1620 Eye Street, NW, Washington, D.C. 20006. (202) 293-7310

National Municipal League, 47 East 68th Street, New York, New York 10021. (212) 535-5700

State Auditor Coordinating Council, Iron Works Pike, P.O. Box 11910, Lexington, Kentucky 40578. (606) 252-2291

Urban Institute, 2100 M Street, NW, Washington, D.C. 20037. (202) 233-1950

U.S. Conference of Mayors, 1620 Eye Street, NW, Washington, D.C. 20006. (202) 293-7330

INTERSTATE COMPACTS AND AGREEMENTS: 1978-79

By Benjamin J. Jones*

THE INTERSTATE COMPACT—the most formal binding legal instrument possible between two or more American states—was recognized in the U.S. Constitution (Article I, Section 10). In fact, the use of interstate compacts actually predates the adoption of the U.S. Constitution. This constitutional endorsement of the compact device occurred in an environment in which compacts had been used by British North American colonies and by states under the Articles of Confederation as means of settling boundary disputes. Through agreement on a boundary compact, the jurisdictions involved could assure themselves that the agreement was binding on all parties for perpetuity. Although most of the early compacts were boundary compacts, occasional use was also made of compacts to implement agreements regarding bridges, canals, and navigation. Thus, the recognition of the legitimacy of the compact mechanism in the American Constitution was a natural result of the experiences of the states and the perceived need for that instrument.

The use of compacts by states was relatively infrequent until the twentieth century. This was true even though compacts generally worked well and were usually the only practical legal devices available to meet the problem at hand. From the first use of compacts until 1920, only 36 interstate compacts were entered into by states. Between 1920 and 1940, about 20 more compacts were adopted. The real value of the compact clause, however, has only become apparent in the years since World War II. With the coming of more activist government at all levels and with the problems during the post-war period, the use of compacts made a startling jump. Between 1941 and 1975, over 100 compacts were negotiated, and their scope of coverage dramatically broadened. Compacts directed at national problems and open to joinder by all states, and sometimes even the federal government, have been created.

Compacts among only a few states no longer deal with just boundaries or other areas where the agreement is, in effect, self-implementing. Rather, compacts often establish interstate agencies with varying degrees of legal authority, and deal with such problems as education, criminal justice, transportation, and the environment. Although the last five years have seen a significant decline in the number of new compacts being entered into, the device remains a powerful tool for the states to respond to new problems in innovative ways within the context of the federal system.

Legal Context

Interstate compacts are a unique type of legal document. They possess not only the legal characteristics of a contract, such as those entered into by individuals or corporations, but they are also of a constitutional stature and are governed by a substantial body of federal constitutional law. This dual nature of the compact instrument has accounted for occasional confusion surrounding its use and purposes. It also accounts for the unique value of compacts as a solution to specific problems.

---

*Mr. Jones is Secretary, Committee on Suggested State Legislation, and an attorney researcher for the Council of State Governments.

As a contract, interstate compacts are binding on the signatories in the same manner and with the same limits as any other contract. This means that the very substantial law of contract pertaining to offer, acceptance, consideration, termination, etc., is largely applicable to the creation and operation of compacts.

The constitutional dimension of compacts similarly has applicable to it a large body of law stemming from the U.S. Constitution. Section 10, Article 1, of the Constitution, which serves as the basis for compacts, is actually phrased negatively. It provides that "No State shall, without the consent of Congress . . . enter into any agreement or compact with another State, or with a foreign power." This requirement of congressional consent for every interstate compact was interpreted by the U.S. Supreme Court to mean something slightly different from the exact meaning of the words.

In *Virginia* v. *Tennessee* [148 U.S. 503 (1893)], the Supreme Court held that although congressional consent was always necessary, that consent may validly be given by implication as well as by express action. At issue was a border compact which Congress had tacitly recognized in the setting up of federal judicial districts and other miscellaneous legislation. The Court established a twofold test to determine which compacts needed the express consent of Congress and which might assume that the absence of denial of consent was tacit approval. The Court said that specific approval was necessary where the compact being considered either "affected a power delegated to the national government" or when it affected "the political balance" of the federal system. Congressional satisfaction with this test given by the Supreme Court may be implied from the fact that on several occasions Congress has declined to give its consent to a compact submitted to it on the grounds that no specific consent was necessary under the constitutional test. Of course, even with those compacts which do not need specific congressional consent under *Virginia* v. *Tennessee*, Congress can always actively deny its consent to any compact, thus rendering the compact null and void.

Athough *Virginia* v. *Tennessee* clearly stands as the most important legal decision relating to interstate compacts, other important legal precedents have also developed. Subsequent decisions of the U.S. Supreme Court have established the nature of a compact as a contract, the rules for the judicial construction of compact texts, the binding nature of compact terms on signatory states, and the extent to which state police and other major governmental powers may be delegated to an interstate agency established by compact. In addition, the legal environment of compacts includes congressional debates and committee deliberations, and the legislative history of the compact, consisting of the minutes and other recorded deliberations of the various interstate bodies which have been involved in the formulation of compacts. Since congressional consent, either implicit or explicit, is so important to compact creation, the policies and administrative rules of federal agencies also constitute a significant part of the legal environment of compacts.

Specific Developments

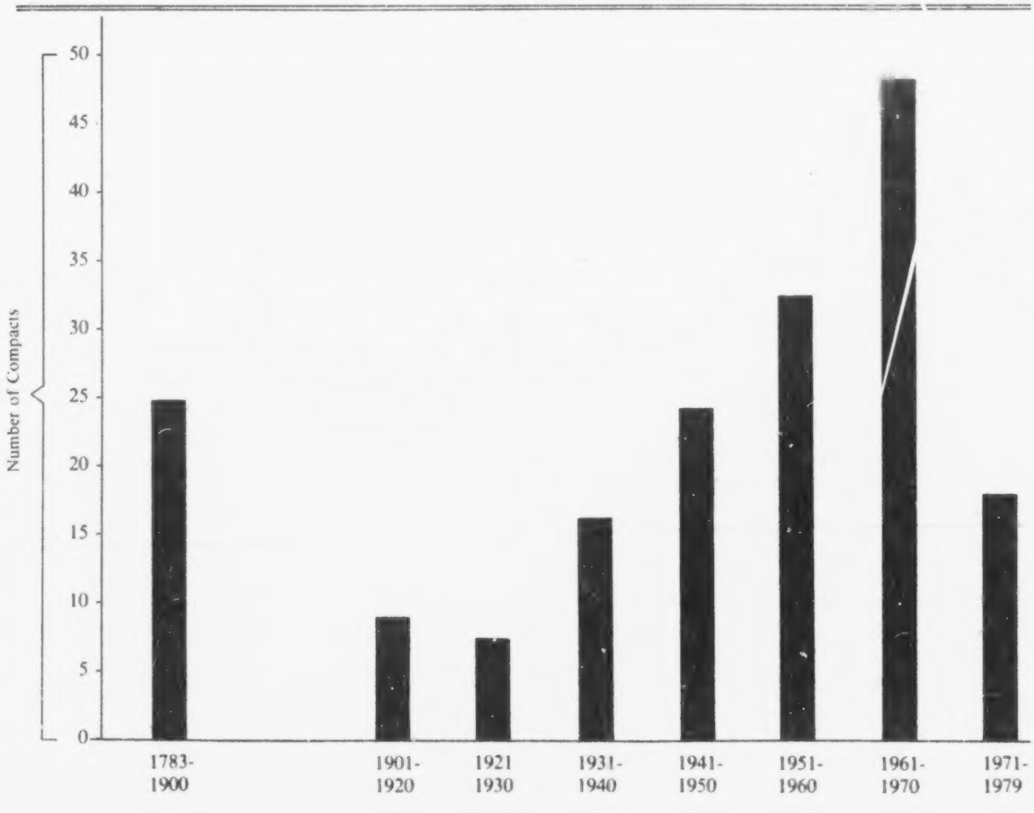
As the accompanying graph indicates, the pace of the creation of new compacts among the states has clearly slowed since the beginning of the 1970s. This has greatly reduced the total number of new compacts placed into effect or even proposed during 1978 and 1979. Among those which were begun during 1978-79 is a new bilateral flood control compact regarding the Red River of the North, which is in the negotiation stages between the governors of Minnesota and North Dakota. This compact, if ratified, will provide for cooperative efforts between the two states to prevent and control river flooding and to act cooperatively to manage disaster assistance should such flooding occur.

Another new compact, which was the subject of considerable discussion during 1978-79, also revolves around the use and control of waterways. The proposed Tri-Rivers Waterway Compact among Alabama, Florida, and Georgia has been quite a controversial proposal and is thus far still only in the idea stage. This suggested compact would establish a Tri-Rivers Commission to make the Apalachicola River navigable for barge traffic all the way through the Florida panhandle to the Gulf of Mexico. This, it is suggested, would open up a wide area of the three states to commercial river traffic where such traffic is currently impossible. Environmentalists have raised significant doubts about the project, which has also been criticized from an economic standpoint as being both basically nonprofitable and inequitable in the manner in which the three states involved would realize the benefits that would occur.

A third river compact proposed during 1978-79 involves South Dakota and Wyoming. Negotiations are presently under way between those two states regarding construction of an aqueduct by means of an interstate compact agency. The purpose would be to allocate Missouri River water and transfer some of that water for use in Wyoming.

A fourth and final river compact to surface during 1978-79 was the Red River Compact (of the south), which has just been implemented. Congress, in 1955, granted consent to Arkansas, Louisiana, Oklahoma, and Texas to negotiate a compact providing for an

GROWTH OF INTERSTATE COMPACTS
1783-1979



equitable apportionment among them of the waters of the Red River and its tributaries. Final effectiveness was simply made contingent upon the acceptance by the party states of the same compact terms. During 1978-79, three of the four states simultaneously enacted the compact with the same terms. As a result, the Red River Compact is now in effect among those three states, with Texas able to later join if it so desires.

Finally, an entirely new compact arose during 1978-79—the proposed Midwestern Grain Marketing Compact. Midwestern legislators and executive officials, with significant involvement of committees of the Midwestern Conference of the Council of State Governments, considered the advisability of midwestern states jointly studying and recommending action regarding grain marketing activities in those states under a compact. Deliberations directed toward such a compact are still under way. More common than the creation of entirely new compacts during 1978-79 was the ratification by new member states of existing interstate compacts and the alteration of existing agreements. Among membership changes in existing compacts during the last two years is the ratification of the Interstate Mining Compact by Ohio, joinder of the Multistate Highway Transportation agreement by California, adoption of the Pest Control Compact by Vermont, ratification of the Southern Growth Policies Compact by Oklahoma, and new membership in the Compact for Education by American Samoa.

Major alterations in existing compacts during 1978-79 included activities in the areas of energy, fire control, and criminal justice. In the energy area, a broad-based effort is now under way to change the Southern Interstate Nuclear Compact (which established the Southern Interstate Nuclear Board) to a similar entity to make policy recommendations to the states across the broad range of energy issues and not just for nuclear power. Accordingly, the Southern Conference of the Council of State Governments has taken a significant role in actions looking toward the changing of the Southern Interstate Nuclear Compact into the Southern Interstate Energy Compact, and changing the interstate agency established by the compact from the Southern Interstate Nuclear Board to the Southern Interstate Energy Board. Another stated purpose of these changes is to broaden the participation of state legislators in the compact agencies' activities, particularly in the formulation of energy policy recommendations.

Possible alteration of existing interstate fire control compacts was also a topic of discussion in the south during 1978-79. The purpose of these compacts is to promote mutual aid among the states in forest fire control, including the sharing of both equipment and personnel on a regional basis. A resolution passed in 1978 by the Southeastern States Forest Fire Compact Commission (which was established by the Southeastern Forest Fire Protection Compact) directed that a study be made of the advantages of merger between that compact and the Middle Atlantic Forest Fire Protection Compact. A major idea behind such a merger was that the original impetus for regional fire protection compacts—mutual aid—could be even better served if more states were under the same compact. Such a merger would require that all member states enact identical language of a new compact or that one of the previous compacts be redrafted and ratified by all participating states.

A final area where significant alterations in existing agreements are under discussion involves a national compact—the Agreement on Detainers. This is a national agreement in the sense that it is open to joinder by all states and the federal government. Almost all eligible jurisdictions have now joined this compact, including, as a full-fledged member, the federal government. The agreement facilitates expeditious and orderly disposition of criminal charges from another state pending against an individual who is already a prisoner of a party state. It helps to determine the prisoner's status by disposing of any such detainers based upon untried indictments or complaints. Several problems with the compact have surfaced over the last decade, even though, on balance, it has been a clear success. These problems involve the relationship of the agreement to new constitutional requirements for a speedy trial and the relationship between the detainers agreement and the extradition process. Accordingly, the Council of State Governments' Governing Board established a special committee to examine possible revisions of the agreement. The committee is awaiting completion of work by the National Conference of Commissioners on Uniform State Laws (NCCUSL) on a new Uniform Extradition Act before making recommendations and publishing proposed revisions to the Agreement on Detainers if they are necessary. NCCUSL expects to decide whether to endorse the new Uniform Extradition Act at its annual meeting to be held in mid-1980.

Council Activities

As it has for several decades, the Council of State Governments is ready to assist states in the creation and operation of interstate agreements. In addition, the Council remains committed to maintenance of information files on compacts and continues to issue new publications on the subject and revise those of continuing interest. The list of selected references indicates the range of Council publications available on the subject.

As in the past, the Committee on Suggested State Legislation of the Council of State Governments continues to review proposed new compacts for publication in its annual *Suggested State Legislation*, and also often uses that publication to disseminate information to states on proposed alterations in existing compacts and general background on the status of many of the more important agreements. Those individuals interested in additional information or assistance are welcome to contact the Council directly.

Selected References

The following are selected publications of the Council of State Governments on interstate compacts.
Interstate Compacts and Agencies (1979 Edition). 1979.
The Interstate Placement of Children: A Preliminary Report. 1978.
The Handbook on Interstate Crime Control (1978 Edition). 1978.
The Law and Use of Interstate Compacts. 1976.

PARTICIPATION IN SELECTED INTERSTATE COMPACTS AND AGREEMENTS*

State or other jurisdiction	*Agreement on detainers*	*Agreement on qualification of educational personnel*	*Atlantic States Marine Fisheries Compact*	*Bus Taxation Proration & Reciprocity Agreement*	*Civil Defense & Disaster Compact*	*Colorado River Compact*	*Compact for Education*	*Compact on Mental Health*	*Compact on Motor Fuels Consumed by Interstate Buses*	*Delaware River & Bay Authority Compact*	*Delaware River Basin Compact*	*Delaware River Port Authority Compact*	*Driver License Compact*	*Great Lakes Basin Compact*	*Gulf States Marine Fisheries Compact*	*Interpleader Compact*	*Interstate Compact for Supervision of Parolees & Probationers*	*Interstate Compact on Juveniles*
Alabama	...	★	...	...	...	...	★	★	...	...	...	...	★	...	★	...	★	★
Alaska	...	★	...	...	...	...	★	★	...	...	...	...	...	...	...	...	★	★
Arizona	★	...	...	...	...	★	...	...	...	...	...	...	★	...	...	...	★	★
Arkansas	★	...	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
California	★	★	...	...	★	★	★	...	...	...	...	...	★	...	...	...	★	★
Colorado	★	...	...	...	★	★	★	★	...	...	...	...	★	...	...	...	★	★
Connecticut	★	★	★	★	...	...	★	★	...	...	...	...	...	...	...	...	★	★
Delaware	★	★	★	...	...	...	★	★	...	★	★	...	★	...	...	...	★	★
Florida	★	★	★	...	★	...	★	★	...	...	...	...	★	...	★	...	★	★
Georgia	★	...	★	...	★	...	★	★	...	...	...	...	...	...	...	...	★	★
Hawaii	★	★	...	...	...	...	★	★	...	...	...	...	★	...	...	...	★	★
Idaho	★	★	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
Illinois	★	...	...	...	★	...	★	★	...	...	...	...	★	★	...	...	★	★
Indiana	★	★	...	...	★	...	★	★	...	...	...	...	★	★	...	...	★	★
Iowa	★	...	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
Kansas	★	...	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
Kentucky	★	★	...	...	★	...	★	★	...	...	...	...	...	...	...	...	★	★
Louisiana	...	...	...	...	★	...	★	★	...	...	...	...	★	...	★	...	★	★
Maine	★	★	★	...	...	...	★	★	★	...	...	...	★	...	...	★	★	★
Maryland	★	★	★	...	★	...	★	★	...	...	...	...	...	...	...	...	★	★
Massachusetts	★	★	★	★	...	...	★	★	★	...	...	...	...	...	...	...	★	★
Michigan	★	★	...	...	★	...	★	★	...	...	...	...	...	★	...	...	★	★
Minnesota	★	★	...	...	...	...	★	★	...	...	...	...	...	★	...	...	★	★
Mississippi	...	...	...	...	...	...	...	...	...	...	...	...	★	...	★	...	★	★
Missouri	★	...	...	...	...	...	★	★	...	...	...	...	...	...	...	...	★	★
Montana	★	...	...	...	...	...	...	★	...	...	...	...	★	...	...	...	★	★
Nebraska	★	★	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
Nevada	★	...	...	...	...	★	...	...	...	...	...	...	★	...	...	...	★	★
New Hampshire	★	★	★	★	...	...	★	★	★	...	...	...	...	...	...	★	★	★
New Jersey	★	★	★	...	...	...	★	★	...	★	★	★	★	...	...	★	★	★
New Mexico	★	...	...	...	...	★	★	★	...	...	...	...	★	...	...	...	★	★
New York	★	★	★	★	...	...	★	★	...	...	★	...	★	★	...	★	★	★
North Carolina	★	★	★	...	★	...	★	★	...	...	...	...	...	...	...	...	★	★
North Dakota	★	...	...	...	★	...	★	★	...	...	...	...	...	...	...	...	★	★
Ohio	★	★	...	★	...	...	★	★	★	...	...	...	...	★	...	...	★	★
Oklahoma	★	★	...	...	...	...	★	★	...	...	...	...	★	...	...	...	★	★
Oregon	★	...	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
Pennsylvania	★	★	★	★	...	...	★	★	★	...	★	★	...	★	...	★	★	★
Rhode Island	★	★	★	★	★	...	★	★	...	...	...	...	...	...	...	...	★	★
South Carolina	★	...	★	...	★	...	★	★	...	...	...	...	...	...	...	...	★	★
South Dakota	★	★	...	...	...	...	★	★	...	...	...	...	...	...	...	...	★	★
Tennessee	★	...	...	...	...	...	★	★	...	...	...	...	★	...	...	...	★	★
Texas	★	...	...	...	★	...	★	★	...	...	...	...	...	...	★	...	★	★
Utah	★	★	...	...	...	★	★	...	...	...	...	...	★	...	...	...	★	★
Vermont	★	★	...	★	...	...	★	★	...	...	...	...	...	...	...	...	★	★
Virginia	★	★	★	...	★	...	★	...	...	...	...	...	★	...	...	...	★	★
Washington	★	★	...	...	...	...	★	★	...	...	...	...	★	...	...	...	★	★
West Virginia	★	★	...	...	★	...	★	★	...	...	...	...	★	...	...	...	★	★
Wisconsin	★	★	...	...	...	...	★	★	...	...	...	...	...	★	...	...	★	★
Wyoming	★	...	...	...	...	★	★	★	...	...	...	...	...	...	...	...	★	★
Dist. of Col.	★	★	...	★	...	...	...	★	★	...	...	...	...	...	...	...	...	★
American Samoa	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...
Guam	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★
Puerto Rico	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	★	...
Virgin Islands	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	★	...
U.S. government	★	...	...	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...

---

*This is only a partial listing of the 176 compacts and agreements listed in the Council of State Governments' *Interstate Compacts and Agencies (1979 edition).*

PARTICIPATION IN SELECTED INTERSTATE COMPACTS AND AGREEMENTS—Continued*

State or other jurisdiction	Interstate Compact on Placement of Children	Interstate Corrections Compact	Interstate Library Compact	Interstate Mining Compact	Interstate Oil and Gas Compact	Kansas City Area Transportation Compact	Mentally Disordered Offender Compact	Middle Atlantic Forest Fire Protection Compact	Multistate Highway Transportation Agreement	Multistate Tax Compact	New England Corrections Compact	Nonresident Violator Compact of 1977	Northeastern Forest Fire Protection Compact	Pacific Marine Fisheries Compact	Potomac River Compact of 1958	Potomac Valley Compact	Red River Compact	Republican River Compact
Alabama	...	...	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Alaska	★	...	...	...	★	...	...	...	...	★	...	...	...	★	...	...	...	...
Arizona	★	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Arkansas	★	★	★	...	★	...	...	...	...	★	...	...	...	...	...	...	★	...
California	★	★	...	...	★	...	...	...	★	★	...	...	...	★	...	...	...	...
Colorado	★	★	★	...	★	...	...	...	...	★	...	...	...	...	...	...	...	★
Connecticut	★	★	★	...	...	...	...	...	...	...	★	...	★	...	...	...	...	...
Delaware	★	★	...	...	...	...	★	★	...	...	...	★	...	...	...	...	...	...
Florida	★	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Georgia	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Hawaii	...	...	...	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...
Idaho	★	★	★	...	...	...	...	...	★	★	...	...	...	★	...	...	...	...
Illinois	★	★	★	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...
Indiana	★	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Iowa	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kansas	★	★	★	...	★	★	...	...	...	★	...	...	...	...	...	...	...	★
Kentucky	★	★	★	★	★	...	...	...	...	...	...	★	...	...	...	...	...	...
Louisiana	★	...	★	...	★	...	...	...	...	...	...	★	...	...	...	...	★	...
Maine	★	...	★	...	...	...	...	...	...	...	★	...	★	...	...	...	...	...
Maryland	★	★	★	★	★	...	...	★	...	...	...	★	...	...	★	★	...	...
Massachusetts	★	...	★	...	...	...	...	...	...	...	★	...	★	...	...	...	...	...
Michigan	...	...	...	...	★	...	...	...	...	★	...	...	...	...	...	...	...	...
Minnesota	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Mississippi	★	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Missouri	★	★	...	...	...	★	...	...	...	★	...	...	...	...	...	...	...	...
Montana	★	★	★	...	★	...	...	...	...	★	...	...	...	...	...	...	...	...
Nebraska	★	★	★	...	★	...	...	...	...	★	...	...	...	...	...	...	...	★
Nevada	...	★	★	...	★	...	...	...	★	★	...	...	...	...	...	...	...	...
New Hampshire	★	...	★	...	...	...	...	...	...	...	★	...	★	...	...	...	...	...
New Jersey	...	★	...	...	...	...	...	★	...	...	...	★	...	...	...	...	...	...
New Mexico	★	...	★	...	★	...	★	...	...	★	...	...	...	...	...	...	...	...
New York	★	...	★	...	★	...	...	...	...	...	...	...	★	...	...	...	...	...
North Carolina	★	...	★	★	...	...	...	...	...	...	...	★	...	...	...	...	...	...
North Dakota	★	...	★	...	★	...	★	...	...	★	...	...	...	...	...	...	...	...
Ohio	★	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Oklahoma	★	...	★	★	★	...	...	...	...	...	...	...	...	...	...	...	★	...
Oregon	★	...	★	...	...	...	...	...	...	★	...	...	...	★	...	...	...	...
Pennsylvania	★	★	...	★	★	...	...	★	...	...	...	★	...	...	...	★	...	...
Rhode Island	★	...	★	...	...	...	★	...	...	...	★	...	★	...	...	...	...	...
South Carolina	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	★	★	★	...	★	...	...	...	...	★	...	★	...	...	...	...	...	...
Tennessee	★	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Texas	★	...	...	★	★	...	...	...	...	★	...	...	...	...	...	...	...	...
Utah	★	★	★	...	★	...	...	...	...	★	...	...	...	...	...	...	...	...
Vermont	★	★	★	...	...	...	...	...	...	...	★	...	★	...	...	...	...	...
Virginia	★	★	★	★	...	...	...	★	...	...	...	★	...	...	★	★	...	...
Washington	★	...	★	...	...	...	...	...	...	★	...	...	...	★	...	...	...	...
West Virginia	★	...	★	★	★	...	★	★	...	...	...	★	...	...	...	★	...	...
Wisconsin	★	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Wyoming	★	★	...	★	...	★	...	...	...	...	...	...	...	...	...	...	...	...
Dist. of Col.	★	...	...	...	...	...	...	...	...	...	...	★	...	...	...	★	...	...
American Samoa	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Guam	★	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Puerto Rico	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Virgin Islands	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
U.S. government	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

PARTICIPATION IN SELECTED INTERSTATE COMPACTS AND AGREEMENTS—Concluded*

State or other jurisdiction	Rio Grande Interstate Compact	South Central Forest Fire Protection Compact	Southeastern Forest Fire Protection Compact	Southern Growth Policies Compact	Southern Interstate Energy Compact	Southern Regional Education Compact	Susquehanna River Basin Compact	Tahoe Regional Planning Compact	Thames River Flood Control Compact	Tri-State Regional Planning Compact	Tri-State Sanitation Compact	Unclaimed Property Compact	Uniform Vehicle Registration Proration & Reciprocity Agreement	Vehicle Equipment Safety Compact	Washington Metropolitan Area Transit Regulation Compact	Waterfront Compact	Western Corrections Compact	Yellowstone River Compact
Alabama	...	...	★	★	★	★	...	...	...	...	...	...	★	...	...	...	...	...
Alaska	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	★	...
Arizona	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	...
Arkansas	...	★	...	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
California	...	...	...	...	...	...	...	★	...	...	...	...	★	★	...	...	★	...
Colorado	★	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	...
Connecticut	...	...	...	...	...	...	...	...	★	★	★	...	...	★	...	...	...	...
Delaware	...	...	...	...	★	...	...	...	...	...	...	...	...	★	...	...	...	...
Florida	...	...	★	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
Georgia	...	...	★	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
Hawaii	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	★	...
Idaho	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	...	...
Illinois	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	...	...
Indiana	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
Iowa	...	...	...	...	...	...	...	...	...	...	...	★	★	★	...	...	...	...
Kansas	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	...	...
Kentucky	...	...	★	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
Louisiana	...	★	...	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
Maine	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
Maryland	...	...	...	...	★	★	★	...	...	...	...	...	...	★	★	...	...	...
Massachusetts	...	...	...	...	...	...	...	...	★	...	...	...	...	★	...	...	...	...
Michigan	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
Minnesota	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...	...
Mississippi	...	★	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...
Missouri	...	...	...	...	★	...	...	...	...	...	...	...	★	★	...	...	...	...
Montana	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	★
Nebraska	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...	...
Nevada	...	...	...	...	...	...	...	★	...	...	...	...	★	...	...	...	★	...
New Hampshire	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
New Jersey	...	...	...	...	...	...	...	...	...	★	★	★	...	★	...	★	...	...
New Mexico	★	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	...
New York	...	...	...	...	...	...	★	...	...	★	★	...	...	★	...	★	...	...
North Carolina	...	...	★	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
North Dakota	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	...	★
Ohio	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
Oklahoma	...	★	...	★	★	...	...	...	...	...	...	...	...	★	...	...	...	...
Oregon	...	...	...	...	...	...	...	...	...	...	...	★	★	★	...	...	★	...
Pennsylvania	...	...	...	...	...	...	★	...	...	...	...	...	...	★	...	...	...	...
Rhode Island	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
South Carolina	...	...	★	★	★	★	...	...	...	...	...	...	...	...	...	...	...	...
South Dakota	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	...	...
Tennessee	...	...	★	★	★	★	...	...	...	...	...	...	...	★	...	...	...	...
Texas	★	★	...	...	★	★	...	...	...	...	...	...	...	★	...	...	...	...
Utah	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	...
Vermont	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...	...	...	...
Virginia	...	...	★	★	★	★	...	...	...	...	...	...	★	★	★	...	...	...
Washington	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	...
West Virginia	...	...	★	...	★	★	...	...	...	...	...	...	...	...	...	...	...	...
Wisconsin	...	...	...	...	...	...	...	...	...	...	...	★	...	★	...	...	...	...
Wyoming	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	★	★
Dist. of Col.	...	...	...	...	...	...	...	...	...	...	...	...	...	★	★	...	...	...
American Samoa	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Guam	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	★	...
Puerto Rico	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...	...	...
Virgin Islands	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
U.S. government	...	...	...	...	...	...	★	...	...	...	...	...	...	...	...	...	...	...

2. Intergovernmental Relations

SIGNIFICANT DEVELOPMENTS IN FEDERAL-STATE RELATIONS

By Jane F. Roberts*

THE ADVISORY COMMISSION on Intergovernmental Relations (ACIR), in its annual report on the state of the federal system issued in early 1979, focused on the Proposition 13 tax revolt in California and on the repercussions which were felt throughout the country and the national government. One year later, as the 1970s drew to a close, the after shocks—together with double-digit inflation, the threat of a recession, skyrocketing energy costs, and unrest on the international scene—continued to affect domestic policies and programs at all levels of the intergovernmental system.

One of the most significant developments in the system during the past year was the slowdown of federal assistance flowing to state and local governments. It came not as much as an attempt to scrutinize specific federal aid programs, but rather as a direct response to help curb inflation and reduce the federal deficit.

According to ACIR computations, the 1979 federal aid increase of $4.2 billion over the 1978 amount, and the budgeted increase of almost $1 billion for fiscal 1980, reflect the "slowest rate of growth for federal aid in recent history, with a rate of increase just under one percent." Additionally, despite a small percentage increase, ACIR assessment of the federal aid picture found that "in 'real' terms (constant 1972 dollars), this represents an actual decline of $3 billion between 1979 and 1980." Federal assistance as a percentage of state and local expenditures also peaked at 26.7 percent in 1978, and is expected to decline further to a level of 25.4 percent for 1979 and to 23.6 percent for 1980.

The decline in federal aid will have a number of important consequences for state and local governments. The slowdown represents a reversal of an expansionist trend that has existed for some time. Should this downward trend continue (and there is every indication that it will in view of the uncertain state of the economy), state and local jurisdictions will have to reassess their own fiscal and functional positions. Specifically, they will have to face the alternatives of reducing services or replacing lost federal dollars with other revenues—i.e., new taxes, fees, and the like. This reassessment, ironically, comes at a time when citizens increasingly are voicing their concerns about government accountability through the imposition of tax and expenditure limitations. States particularly will be affected during this period, as calls for the states to take up the slack come from both the federal and local levels, and while the voters continue to register their opposition to increased taxes and fees.

GRS and Fiscal Aid

The current trends in federal aid also could have a major impact on the future of general revenue sharing (GRS). While the current authorization does not expire until September 1980, the renewal debate already has begun, with options ranging from increases in funding levels to help offset inflation, to elimination, major cutbacks, or adjustments in formula allocations.

---

*Ms. Roberts is State-Local Relations Associate, U.S. Advisory Commission on Intergovernmental Relations.

One of the key issues in the renewal debate concerns the state share that accounts for one third of the funds. The initial salvos were fired during the fiscal 1980 budget review. Congress was presented several proposals to eliminate or sharply curtail the state share. Thus far, these challenges to GRS have failed.

While the administration has not as yet announced its proposal for GRS renewal, there is every reason to believe that at least some changes in the state portion of the program and perhaps some adjustments in the allocation formulas to enhance targeting will be offered. Public interest groups representing state and local governments have pledged to work together for the reenactment of the GRS program in substantially its present form.

Another major fiscal assistance program also faced a difficult road in Congress—a revised antirecession assistance proposal. Under the administration's revised and targeted plan, fiscal relief would be provided only to local governments with unemployment rates which equal or exceed 6.5 percent. A second part of the proposal would provide a standby program of aid to state and local units that would be triggered when the seasonally adjusted national unemployment rate equaled or exceeded 6.5 percent for a quarter. The proposal has encountered formidable opposition in Congress, and final votes have been postponed until early 1980.

Oversight Theme

As the 96th Congress convened, members and observers alike predicted that 1979 would be the year of "the oversight Congress." Although Congress did not complete action on any major oversight initiative, some progress was evident in such areas as grant and regulatory reform and sunset legislation.

For example, two omnibus grant reform measures received considerable attention in the Senate—the Federal Assistance Reform Act and the Federal Assistance Reform and Small Community Act. Both measures are designed to simplify and reduce the cost of the grant process and would mandate uniformity in certain "crosscutting" national requirements. In addition, both proposals include provisions for the consolidation of grants in the same functional area, advanced appropriations, and a strengthened joint funding process. Action by the full Senate and committee hearings in the House are expected early in 1980.

On the regulatory reform front, several measures—including the administration's Regulatory Reform Act of 1979—also were the subject of congressional review. The measures provide for various approaches to control and assess the cost of proposed regulations and to periodically review existing rules. Hearings in both houses are expected to resume in 1980.

Sunset legislation advanced in both houses, although substantial changes (which some observers would characterize as major compromises) were made as the proposals proceeded through committee. Under the revised approaches, reviews would be undertaken only for a handful of preselected programs up for renewal, with the relevant oversight committees having a major voice in the preselection process. The automatic termination provision—viewed as the heart of sunset—was dropped in both houses. As with grant and regulatory reform efforts, sunset legislation is expected to be on the congressional agenda again in early 1980.

Program Actions

While 1979 was not expected to be a banner year for urban and other program initiatives, several key issues were addressed. For example, urban development action grants were strengthened substantially and expanded from $400 million to $675 million for fiscal 1980. Action also was completed on the restructuring of the Law Enforcement Assistance Administration program, including an increase in funding for state and local programs. A new Department of Education was established, and a reauthorization of the Economic Development Administration was implemented that included both increased funding and an expansion of its business development activities. However, other major initiatives—such as welfare reform, hospital cost containment, and energy program components—either were defeated or deferred.

Domestic Summit

By mid-1979, the Carter administration was seeking ways in which to bolster its domestic policies and to help offset criticisms of its management of government. What evolved was a series of personal sessions between the president, his advisors, and a broad range of public figures and private citizens. This "domestic summit" was the subject of much attention, and the outcomes were judged to have had mixed results at best. Of particular note, however, were the president's decisions to undertake a wholesale reshuffling of his cabinet (including the outright dismissal of three department secretaries) and a realignment of his key senior White House staff.

The president also established an independent, nonpartisan Commission for a National Agenda for the Eighties. The 100-member panel is to focus on the longer-term view of priority issues for the coming decade, and to consult with a broad range of interest groups from throughout the country—including state and local officials—before it presents its report in December 1980.

Sagebrush Rebellion

One very important area of federal-state relations originated in the states in early 1979—the land ownership policy of the federal government. The issue is of particular significance in the west, where nearly 500 million acres of land are affected. For example, the federal government owns about 26 percent of the District of Columbia and no more than about 12 percent of the land in any other state outside of the west. In eight western states, however, federal landownership ranges from 43 percent in Arizona to 96 percent in Alaska.

In Nevada, where the federal government claims about 87 percent of the land (about 50 million acres), the "sagebrush rebellion" originated when state legislation was enacted to regain ownership of the lands. At issue are not only open areas—much of them covered by sagebrush—but some highly valuable property as well. For example, there are about 60,000 acres claimed by the federal government in Las Vegas, including some parcels valued in the $10,000-per-acre range along the famous Las Vegas Strip. Excluded from the state takeover measure are Indian, reclamation, and military lands. As a result of its action, Nevada is expected to take the lead in instituting a lawsuit against the federal government that no doubt will be supported by other states.

The very complicated case is based on the "equal footing doctrine" established in the nineteenth century when the U.S. Supreme Court decided that Alabama was entitled to public lands within its boundaries at the time of its admission as a state. The Court found that Alabama should be admitted "on an equal footing with the original states in all respects whatsoever," and has reaffirmed this doctrine on many occasions.

However, in 1864, and in response to the Court's ruling, Congress conditioned Nevada's admission on the territorial legislature's renouncing all claims on public lands. Many Nevadans have regarded this condition as being unconstitutional since that time, but a legal challenge has been impossible because the federal government invoked its sovereign immunity power to prevent litigation. In 1976, Congress also passed a federal lands policy act that permits the federal government to retain public lands in perpetuity.

The key issue now is whether this unprecedented challenge to federal landownership by Nevada will be accepted by the U.S. Supreme Court. If it is, the outcome could have enormous and long-term consequences for state-federal relations.

TOTAL FEDERAL AID TO STATES: FISCAL 1974 TO 1978*
(In thousands of dollars)

State or other jurisdiction	*1974*	*1975*	*1976(a)*	*T.Q.(b)*	*1977*	*1978*
Total	$46,040,381(c)	$49,723,153	$59,107,874	$16,443,830	$68,436,840	$77,900,903
Alabama	829,475	820,235	992,934	303,462	1,120,519	1,240,569
Alaska	234,207	260,457	318,553	89,305	382,004	408,211
Arizona	426,956	462,604	530,309	136,720	648,435	763,318
Arkansas	470,181	511,273	613,667	152,225	638,779,074	
California	4,665,989	4,930,433	5,802,854	1,448,326	6,813,730	8,012,965
Colorado	503,328	601,832	672,597	206,957	714,543	825,855
Connecticut	669,431	672,844	723,950	192,889	894,981	1,052,697
Delaware	119,155	120,216	160,607	51,893	187,302	225,033
Florida	1,160,863	1,318,518	1,527,688	426,110	1,988,414	2,364,186
Georgia	1,123,869	1,170,061	1,421,097	342,370	1,861,105	2,036,993
Hawaii	245,308	246,778	306,796	82,267	400,144	413,391
Idaho	187,252	211,639	252,922	71,637	287,675	336,315
Illinois	2,265,065	2,226,480	2,808,813	777,293	3,202,188	3,467,151
Indiana	710,720	805,790	980,936	284,439	1,095,093	1,259,679
Iowa	450,754	555,820	675,156	183,964	714,420	796,893
Kansas	385,468	445,087	517,562	123,481	548,524	615,820
Kentucky	826,290	837,128	1,016,934	274,463	1,018,066	1,133,308
Louisiana	946,504	881,429	1,135,430	332,463	1,237,128	1,358,360
Maine	277,862	292,288	375,411	88,850	411,510	470,379
Maryland	750,187	965,565	1,113,997	319,042	1,244,922	1,318,423
Massachusetts	1,311,763	1,456,161	1,824,023	473,189	2,079,940	2,581,488
Michigan	1,816,207	2,113,454	2,600,513	680,219	2,915,254	3,280,231
Minnesota	871,023	900,213	1,106,679	325,347	1,224,464	1,350,915
Mississippi	685,910	637,967	781,581	205,146	800,688	915,855
Missouri	852,859	908,771	1,040,933	316,406	1,142,323	1,278,467
Montana	212,860	230,604	283,675	79,763	347,632	397,300
Nebraska	271,810	338,244	401,112	125,173	367,820	458,783
Nevada	126,951	139,056	186,415	48,985	206,027	268,909
New Hampshire	149,617	171,345	218,844	57,986	233,703	289,298
New Jersey	1,316,469	1,501,252	1,863,012	522,298	2,199,862	2,552,215
New Mexico	337,182	399,300	424,224	102,655	449,345	608,411
New York	5,221,037	5,682,478	6,420,639	1,827,843	7,446,787	8,372,465
North Carolina	975,396	1,049,787	1,275,045	341,991	1,511,942	1,655,955
North Dakota	152,208	170,856	202,889	65,439	224,401	259,138
Ohio	1,760,225	1,788,060	2,136,835	616,141	2,510,305	2,904,685
Oklahoma	597,776	654,808	685,252	257,361	782,019	937,180
Oregon	557,718	659,597	795,966	241,514	836,132	1,075,400
Pennsylvania	2,390,490	2,697,909	3,125,214	870,144	3,628,059	3,912,086
Rhode Island	248,846	248,917	311,018	92,442	357,546	388,000
South Carolina	559,268	574,740	697,729	174,493	802,540	903,414
South Dakota	210,032	213,232	227,668	62,775	240,454	288,446
Tennessee	851,141	910,734	1,082,446	294,002	1,188,617	1,330,860
Texas	2,128,082	2,200,105	2,603,572	647,169	2,885,381	3,295,287
Utah	275,247	294,104	361,514	100,132	387,837	434,261
Vermont	150,773	154,252	176,110	61,836	222,501	240,659
Virginia	890,559	1,004,305	1,179,357	304,747	1,311,454	1,468,126
Washington	792,930	798,108	984,220	258,177	1,118,893	1,311,062
West Virginia	581,623	551,472	653,934	176,918	631,233	707,622
Wisconsin	817,868	919,714	1,204,165	326,427	1,493,308	1,607,427
Wyoming	119,426	132,289	166,657	61,532	185,644	235,707
Dist. of Col.	610,012	722,529	749,043	265,795	942,136	1,105,199
Puerto Rico	543,431	630,007	812,955	182,662	939,008	1,156,550
Virgin Islands	97,894	195,093	218,680	12,458	235,033	237,699
Other (d)	109,210	127,879	163,389	63,323	179,576	269,315
Adjustments or undistributed to states	197,675	200,340	194,328	313,167	999,483	943,862

**Source:* U.S. Department of the Treasury, *Federal Aid to States, Fiscal Year 1978.*

(a) Revised.

(b) Transition quarter, July 1 through September 30, 1976.

(c) Includes payments to individuals under the food stamp program, later reclassified as nongrants.

(d) Includes American Samoa, Guam, and Trust Territory.

GENERAL REVENUE SHARING

By Kent A. Peterson*

THE GENERAL REVENUE SHARING program was first enacted with the passage of the State and Local Fiscal Assistance Act of 1972 (P.L. 92-512). The program was reauthorized under the State and Local Fiscal Assistance Amendments of 1976 (P.L. 94-488). The revenue sharing program provides for the distribution of approximately $55 billion to more than 39,000 units of state and local government over a period of eight years and nine months. The current act, as amended, will expire in September 1980.

General revenue sharing is an "entitlement" program. No application by governments is necessary in order to receive funds. Funds are distributed to all eligible general-purpose governments. Special-purpose districts, such as school districts, special utility districts, and library districts, are not considered as eligible governments. To be eligible, general-purpose governments must certify that general revenue sharing funds will be spent in accordance with the law.

Payments to eligible units of government are made quarterly, based upon each unit's allocation for an entitlement period. Payments made since the beginning of the program are summarized in the tables following this article.

The entitlement periods and the total appropriations to be distributed are as follows:

Entitlement period	*Start*	*End*	*Duration*	*Amount*
1	Jan. 1972	June 1972	6 mos.	$2,650,000,000
2	July 1972	Dec. 1972	6 mos.	2,650,000,000
3	Jan. 1973	June 1973	6 mos.	2,987,500,000
4	July 1973	June 1974	1 year	6,050,000,000
5	July 1974	June 1975	1 year	6,200,000,000
6	July 1975	June 1976	1 year	6,350,000,000
7	July 1976	Dec. 1976	6 mos.	3,325,000,000
8	Jan. 1977	Sept. 1977	9 mos.	4,987,500,000
9	Oct. 1977	Sept. 1978	1 year	6,850,000,000
10	Oct. 1978	Sept. 1979	1 year	6,850,000,000
11	Oct. 1979	Sept. 1980	1 year	Not available

Under the revenue sharing program, one third of the total appropriations is reserved for the states, with the remaining two thirds distributed to local governments—counties, municipalities, townships, Indian tribes, and Alaskan native villages.

The amounts to be distributed to each unit of government are determined by applying a

(Continued on page 614.)

---

*Mr. Peterson is Acting Deputy Director, Office of Revenue Sharing, U.S. Department of the Treasury.

GENERAL REVENUE SHARING PAYMENTS TO STATE GOVERNMENTS, BY STATE, BY ENTITLEMENT PERIOD*

(In thousands of dollars)

State or other jurisdiction	*1/72-6/72*	*7/72-12/72*	*1/73-6/73*	*7/73-6/74*	*7/74-6/75*	*7/75-6/76*	*7/76-12/76*	*1/77-9/77*	*10/77-9/78*	*10/78-9/79 (a)*	*Total*
Total	$890,501.3	$857,250.4	$1,018,315.3	$2,043,316.7	$2,082,386.5	$2,136,712.5	$1,120,153.1	$1,686,565.0	$2,292,797.8	$2,299,920.4	$16,427,919.0
Alabama	14,946.1	14,342.2	16,906.6	34,058.0	34,254.4	33,857.0	17,888.2	27,014.0	36,861.4	36,043.7	266,171.6
Alaska	1,093.3	1,049.1	1,297.0	2,609.0	2,734.1	3,065.8	2,055.2	3,604.1	6,038.3	7,876.7	31,422.6
Arizona	8,287.1	7,952.3	10,084.7	20,312.6	20,992.0	21,347.8	10,566.8	16,305.8	24,549.5	26,654.6	167,053.2
Arkansas	9,710.4	9,341.4	11,590.8	21,844.0	22,357.5	22,208.6	11,856.7	17,775.2	22,012.6	22,329.5	171,026.7
California	92,443.6	88,708.5	107,362.9	216,338.8	215,871.0	219,557.2	118,658.2	178,330.2	252,924.6	259,766.2	1,749,961.2
Colorado	8,995.7	8,632.2	10,463.9	21,076.5	21,817.9	22,929.6	12,319.5	18,449.5	25,054.6	25,244.4	174,983.8
Connecticut	11,091.5	10,643.4	12,438.7	25,051.9	26,564.2	28,486.8	14,112.6	21,277.7	28,265.8	28,833.3	206,765.9
Delaware	3,147.5	3,108.1	3,661.8	6,490.1	6,518.0	6,810.1	3,536.1	5,294.3	7,075.6	7,079.8	52,721.4
Florida	24,206.7	23,228.6	28,734.4	57,803.0	63,901.0	65,439.2	33,350.3	51,623.9	67,217.2	68,386.0	483,890.3
Georgia	18,092.3	17,361.3	20,637.1	41,565.5	43,744.8	43,940.1	23,389.8	36,615.5	48,543.9	50,710.2	343,600.5
Hawaii	3,910.8	3,752.8	4,402.6	8,854.4	8,896.2	9,240.1	5,031.1	8,252.9	11,286.4	11,172.1	74,799.4
Idaho	3,512.1	3,370.2	4,130.0	8,318.7	7,901.7	8,163.7	4,035.3	6,391.2	7,939.3	8,535.8	62,298.0
Illinois	45,211.4	43,384.7	50,755.0	102,270.5	103,580.1	107,471.3	56,998.6	85,517.8	115,494.6	114,067.4	824,751.4
Indiana	18,775.5	18,016.9	21,206.1	42,713.4	42,436.7	42,891.5	23,492.3	35,636.2	48,483.9	45,938.0	339,590.5
Iowa	12,457.8	11,954.4	14,098.6	28,397.4	28,221.2	28,023.6	13,669.5	20,434.8	26,592.7	27,588.8	211,438.8
Kansas	8,653.8	8,304.1	9,634.5	19,405.8	18,766.2	19,435.8	9,926.2	15,077.8	19,622.7	20,008.6	148,835.5
Kentucky	17,187.1	17,723.9	20,157.3	37,913.7	35,699.9	36,780.9	18,856.4	28,459.0	38,594.3	36,758.0	288,130.5
Louisiana	20,410.0	19,885.9	23,699.4	46,835.7	46,418.3	45,657.6	24,436.2	33,595.5	46,863.6	44,354.9	352,157.1
Maine	5,122.6	4,915.6	5,883.0	12,211.3	12,617.4	13,325.6	6,787.6	10,376.8	13,707.5	15,639.2	100,586.6
Maryland	17,671.8	16,957.8	19,612.4	39,521.7	40,102.8	42,033.5	22,233.3	33,417.4	45,325.9	45,687.3	322,563.9
Massachusetts	27,243.6	26,142.9	31,562.4	63,604.4	64,879.8	68,847.8	35,042.3	52,901.6	74,000.4	72,459.2	516,684.4
Michigan	37,033.2	35,536.9	42,239.5	85,115.7	87,151.1	88,577.2	45,663.0	68,510.4	93,766.3	96,107.3	679,700.6
Minnesota	17,560.6	16,851.1	19,419.1	39,113.8	40,891.9	44,334.8	22,297.7	33,647.7	45,326.4	45,741.7	325,184.9
Mississippi	14,746.8	14,333.8	17,113.7	35,687.9	33,685.9	31,354.3	17,073.5	25,514.2	33,108.7	33,707.6	256,326.4
Missouri	16,216.9	15,562.9	18,581.6	37,293.9	39,211.4	40,719.8	20,930.8	31,465.3	43,087.9	42,818.5	305,889.0

Montana	3,381.9	3,245.3	3,883.5	7,822.2	8,421.4	7,799.4	4,104.5	6,133.0	7,889.2	8,659.1	61,339.5
Nebraska	6,413.6	6,154.5	7,303.2	14,710.1	13,761.6	14,128.2	6,992.1	10,546.2	13,837.8	14,246.5	108,093.8
Nevada	1,890.0	1,823.2	2,202.0	4,436.4	4,483.6	4,890.9	2,780.5	4,046.4	5,685.7	5,668.1	37,906.8
New Hampshire	2,737.4	2,626.8	3,173.1	6,391.3	6,690.9	6,662.7	3,708.4	5,372.3	7,619.8	7,790.4	52,773.1
New Jersey	27,496.3	26,385.4	31,111.4	62,683.4	64,410.1	66,292.8	34,902.1	52,378.3	71,669.4	75,533.7	512,862.9
New Mexico	5,680.9	5,451.4	6,657.0	13,104.6	13,085.6	13,402.5	7,305.2	11,162.8	16,010.8	14,102.1	105,963.1
New York	97,177.1	93,250.8	110,652.2	222,936.7	229,902.3	239,924.2	125,188.9	188,245.4	256,695.8	256,038.4	1,820,011.8
North Carolina	22,442.1	21,535.4	25,524.6	51,411.7	52,301.4	51,465.2	27,815.2	41,547.3	55,635.2	56,816.3	406,494.4
North Dakota	3,659.2	3,511.3	4,151.7	8,362.3	6,935.6	6,474.0	3,139.8	4,203.7	5,050.4	6,086.0	51,574.0
Ohio	35,300.4	33,874.1	39,291.4	79,165.8	82,154.7	86,389.3	44,798.6	67,388.8	91,471.5	93,071.2	652,905.8
Oklahoma	9,723.6	9,330.7	11,098.3	22,354.2	23,248.5	23,151.7	12,111.8	18,636.7	26,121.2	23,698.8	179,475.5
Oregon	8,747.8	8,394.3	9,740.0	19,628.2	20,597.7	22,224.8	11,965.6	18,059.6	24,765.9	25,306.0	169,429.9
Pennsylvania	45,862.5	44,009.5	51,894.4	104,568.6	108,542.1	112,616.2	58,589.3	87,850.3	115,017.2	110,909.7	839,859.8
Rhode Island	3,986.7	3,825.6	4,488.2	9,043.5	9,047.4	9,164.9	4,773.7	7,180.6	9,949.4	9,719.7	71,179.7
South Carolina	12,165.3	11,777.4	14,323.6	27,756.6	28,639.7	29,592.3	15,425.2	23,538.4	30,071.4	30,729.0	224,018.9
South Dakota	3,981.4	3,823.0	4,498.6	9,061.0	8,507.7	8,384.6	3,533.3	5,438.6	6,863.4	7,676.8	61,768.4
Tennessee	16,310.7	15,651.7	18,573.7	37,411.2	39,670.4	39,384.6	20,756.7	30,933.1	40,891.7	42,549.5	302,133.3
Texas	40,958.3	39,303.4	47,447.2	95,175.0	98,081.5	101,911.5	55,013.0	84,171.8	114,038.0	111,376.6	787,476.3
Utah	5,047.7	4,843.7	5,961.8	11,983.1	12,005.1	12,488.0	6,249.2	9,346.3	12,960.9	13,925.5	94,811.2
Vermont	2,428.9	2,330.7	2,803.4	5,643.2	5,798.6	6,188.7	2,940.0	4,949.5	6,952.6	6,761.2	46,796.8
Virginia	17,546.1	16,837.1	19,531.5	39,357.6	40,667.6	42,629.9	22,468.2	33,824.5	46,506.7	47,428.5	326,797.7
Washington	12,864.7	12,344.9	14,399.1	29,002.7	28,918.4	30,858.8	16,927.3	24,887.6	33,500.0	31,506.1	235,209.5
West Virginia	11,503.6	11,288.9	13,617.6	25,683.3	25,810.2	22,400.6	11,857.6	17,799.7	26,203.8	21,187.8	187,353.1
Wisconsin	21,987.5	21,099.2	24,949.2	50,252.6	51,387.3	53,667.8	26,833.9	40,737.6	52,779.5	53,291.3	396,985.9
Wyoming	1,644.9	1,578.4	1,893.4	3,813.6	3,557.3	3,341.9	1,808.2	2,700.0	4,057.9	4,242.3	28,637.9
Dist. of Col.	11,834.5	11,892.7	13,472.1	27,150.1	26,544.3	26,777.3	13,957.6	20,997.6	28,808.5	28,091.0	209,525.7

**Source:* Office of Revenue Sharing, U.S. Department of the Treasury.
(a) Projected payments.

GENERAL REVENUE SHARING PAYMENTS TO LOCAL GOVERNMENTS, BY STATE, BY ENTITLEMENT PERIOD*

(In thousands of dollars)

State	*1/72-6/72*	*7/72-12/72*	*1/73-6/73*	*7/73-6/74*	*7/74-6/75*	*7/75-6/76*	*7/76-12/76*	*1/77-9/77*	*10/77-9/78*	*10/78-9/79(a)*	*Total*
Total	$1,726,698.1	$1,668,752.8	$1,958,452.1	$3,928,154.3	$4,003,836.8	$4,105,589.7	$2,144,255.1	$3,221,861.0	$4,519,942.1	$4,556,066.6	$31,833,608.6
Alabama	29,851.3	28,679.9	33,760.5	65,561.9	68,142.2	67,632.4	35,407.9	52,011.0	73,636.3	72,087.4	526,770.8
Alaska	1,880.2	1,819.9	2,547.0	4,763.7	5,101.5	5,961.2	4,034.4	5,803.8	11,660.6	15,347.3	58,919.6
Arizona	15,639.3	15,008.4	20,132.4	40,516.7	41,241.9	42,490.2	20,811.5	32,184.2	49,061.7	53,309.3	330,395.6
Arkansas	17,242.5	16,582.3	19,206.5	38,135.5	41,608.7	43,346.3	22,972.2	33,956.4	44,011.2	44,659.0	321,720.6
California	184,713.0	177,272.7	209,615.9	432,203.1	431,322.5	438,424.6	236,489.4	351,547.1	505,778.8	519,532.5	3,486,900.0
Colorado	17,944.2	17,219.6	20,937.6	41,909.1	43,527.8	45,837.8	24,565.5	36,052.3	50,059.0	50,488.8	348,541.7
Connecticut	22,180.0	21,356.4	24,866.5	49,403.1	52,908.4	56,783.9	27,205.7	41,071.4	56,455.4	57,666.6	409,897.4
Delaware	4,791.9	15,884.6	5,181.5	11,053.0	11,991.3	12,366.7	7,024.7	10,563.7	14,150.4	14,159.6	107,167.4
Florida	48,395.9	46,447.7	57,327.9	113,860.8	127,416.3	130,294.1	66,160.9	102,554.8	134,275.1	136,772.0	963,505.5
Georgia	36,140.4	34,694.3	41,224.5	82,482.3	87,309.8	87,655.4	44,508.8	69,546.5	96,957.2	101,420.4	681,939.6
Hawaii	7,821.6	7,505.5	8,805.3	17,708.9	17,792.3	18,480.2	10,062.1	16,505.6	22,572.7	22,344.3	149,598.5
Idaho	6,963.7	6,685.2	8,251.4	16,464.3	15,772.6	16,304.8	7,961.4	12,341.8	15,859.7	17,071.8	123,676.7
Illinois	89,970.8	86,642.6	101,014.6	201,352.1	149,079.9	139,265.6	72,889.6	128,917.3	230,422.6	228,139.2	1,427,694.3
Indiana	37,393.6	35,944.8	42,397.5	82,666.7	83,904.7	85,133.8	45,907.7	69,359.4	96,787.6	91,875.5	671,371.3
Iowa	24,895.6	23,894.5	28,163.8	55,855.9	56,189.6	56,009.0	27,057.5	40,170.4	53,024.9	55,177.6	420,438.8
Kansas	17,141.4	16,486.5	19,318.5	38,109.8	37,514.9	38,820.7	19,510.9	29,576.7	39,204.2	40,017.5	295,701.1
Kentucky	25,818.6	23,701.8	28,591.1	58,247.1	61,838.2	66,389.8	36,425.0	53,806.9	74,844.9	73,015.7	502,679.1
Louisiana	40,213.4	38,309.5	45,001.6	90,729.3	91,769.1	91,060.3	48,208.4	71,392.6	107,783.5	102,705.9	727,173.6
Maine	10,164.5	9,793.3	11,786.1	23,840.8	25,054.5	26,609.4	13,219.5	20,277.9	27,386.3	31,278.5	199,410.8
Maryland	35,334.4	33,924.8	39,224.8	78,386.9	79,405.0	84,055.8	43,969.1	66,847.9	90,649.8	91,374.6	643,173.1
Massachusetts	54,474.1	52,286.0	63,025.8	125,953.6	129,225.8	136,741.6	69,521.7	104,543.1	147,816.8	144,919.0	1,028,507.5
Michigan	73,862.6	71,050.2	84,540.0	166,948.4	173,900.1	177,514.4	90,977.0	135,689.1	187,219.4	192,214.6	1,353,915.8
Minnesota	34,835.7	33,556.1	38,797.7	77,744.8	81,418.5	88,576.2	44,276.0	66,721.7	90,578.0	91,487.3	647,992.0
Mississippi	29,012.9	27,726.7	32,432.6	62,469.8	63,488.9	61,895.2	33,092.2	49,274.7	65,939.4	67,440.6	492,773.0
Missouri	32,227.2	30,984.8	36,919.8	73,766.4	78,240.6	81,222.8	41,526.9	61,322.8	86,042.0	85,638.8	607,892.1

Montana	6,465.6	6,218.9	7,725.9	15,601.6	16,813.6	15,589.9	8,116.5	12,014.3	15,573.5	17,318.4	121,438.2
Nebraska	12,742.3	12,251.8	14,620.1	29,214.1	27,442.4	28,118.3	13,918.0	20,837.9	27,642.4	28,494.4	215,281.7
Nevada	3,768.0	3,529.0	4,396.5	8,810.0	8,957.0	9,769.7	5,525.5	8,076.7	11,376.7	11,336.3	75,545.4
New Hampshire	5,430.4	5,282.7	6,223.7	12,191.0	13,367.0	13,302.0	7,202.7	10,392.5	15,205.9	15,580.9	104,178.8
New Jersey	54,984.4	52,769.7	62,167.1	118,554.2	128,770.1	132,407.0	68,884.6	98,493.0	142,239.0	151,070.7	1,010,339.8
New Mexico	9,838.0	9,454.0	12,264.9	24,866.2	25,094.8	25,891.8	14,057.9	20,708.4	31,320.2	28,223.4	201,719.6
New York	194,104.2	186,614.4	221,238.6	443,543.3	458,443.9	475,253.8	251,927.7	373,869.9	513,289.7	512,076.9	3,630,362.4
North Carolina	44,787.3	43,007.6	51,043.4	101,125.2	104,565.3	102,625.3	55,403.6	81,592.3	111,362.7	113,464.7	808,977.4
North Dakota	7,046.9	6,807.4	8,307.1	16,135.7	13,821.3	12,932.3	6,153.7	8,050.9	9,985.0	12,173.4	101,413.7
Ohio	70,373.3	67,742.4	78,575.0	157,234.3	163,607.2	172,525.2	89,191.1	132,856.3	182,414.0	186,221.6	1,300,740.4
Oklahoma	19,378.9	18,636.3	22,077.1	43,940.8	46,367.1	46,169.6	23,800.7	36,515.3	51,987.5	47,397.9	356,271.2
Oregon	17,447.4	16,755.5	19,484.9	38,799.0	40,929.6	44,292.6	23,783.8	35,872.5	49,406.4	50,612.1	337,383.8
Pennsylvania	91,359.6	87,868.0	103,802.9	207,413.4	216,898.4	224,616.7	113,293.7	172,418.3	229,314.1	221,852.1	1,668,837.2
Rhode Island	7,973.3	7,651.2	8,976.3	17,439.1	18,094.8	18,329.9	9,541.8	14,272.8	19,898.8	19,439.4	141,617.4
South Carolina	23,504.0	22,478.8	26,209.0	52,604.5	55,936.2	58,885.2	30,702.0	45,871.5	60,114.8	61,458.0	437,764.0
South Dakota	7,668.6	7,366.2	8,962.7	17,896.1	16,801.1	16,722.7	6,840.2	10,661.0	13,541.5	15,363.7	121,823.8
Tennessee	32,605.8	31,331.1	36,944.4	72,563.3	78,271.9	77,764.4	41,257.2	56,027.7	81,707.4	85,099.0	593,572.2
Texas	81,722.7	78,439.1	93,931.6	189,424.0	195,421.3	203,551.7	108,972.5	164,010.0	226,813.0	223,769.8	1,566,055.7
Utah	9,992.9	9,610.6	10,310.1	23,776.0	23,894.7	24,964.9	12,404.3	18,068.2	25,927.5	27,851.0	186,800.2
Vermont	4,759.3	4,685.2	5,531.6	11,091.6	11,532.4	12,341.4	5,808.7	9,676.2	13,854.4	13,524.6	92,805.4
Virginia	35,082.6	33,674.3	39,055.2	78,170.6	81,191.3	80,046.2	44,790.7	66,558.4	93,016.5	94,857.1	646,442.9
Washington	25,583.6	24,552.9	28,673.7	57,838.0	57,779.2	61,710.4	33,725.6	49,218.3	66,993.4	63,012.2	469,087.3
West Virginia	14,186.0	13,386.4	15,153.1	33,297.8	34,869.0	34,929.6	18,345.7	27,850.2	41,281.3	40,658.0	273,957.1
Wisconsin	43,748.8	42,073.7	45,927.4	98,893.0	102,719.7	107,294.6	53,387.2	80,632.2	105,446.5	106,582.6	786,705.7
Wyoming	3,235.4	3,107.5	3,778.9	7,597.1	7,082.4	6,682.3	3,433.7	5,277.1	8,052.4	8,484.6	56,731.4

**Source:* Office of Revenue Sharing, U.S. Department of the Treasury.
(a) Projected payments.

set of formulas to descriptive data pertaining to each unit. The data factors are prescribed by the revenue sharing law. The formula and data are used to determine each government's share of the total amount. Each government, therefore, competes with all other eligible governments for a portion of the total funds to be distributed. Because of the relative nature of the allocation process, it is possible that in some cases a change in a single element could change a large number of governments' shares by varying amounts.

The general revenue sharing program was originally conceived as a way of sharing the relatively more progressive federal tax revenue, especially income tax revenue, with state and local governments which traditionally have had to rely on more regressive taxes and revenue sources. Its major goal is to disburse federal funds with minimum restrictions on use, permitting the local decisionmaking process to determine the programs and activities where the money is most needed.

Under the 1976 amendments, general revenue sharing funds may be used for any purpose which is a legal use of the governments' own funds under state and local laws. The priority expenditure categories which restricted revenue sharing expenditures by governments were eliminated. Furthermore, the prohibition against recipients' use of funds for federal grant matching purposes was also repealed. However, recipients must spend, appropriate, or obligate revenue sharing funds within 24 months from the end of the entitlement period for which the funds are received. Although there are no restrictions as to the uses of general revenue sharing funds, recipient governments must comply with the public participation, audit, and nondiscrimination requirements specified by the revenue sharing law.

3. State-Local Relations

STATE ACTIONS AFFECTING LOCAL AFFAIRS

By Eva Martin Ennis*

Introduction

TWO MAJOR DEVELOPMENTS in the past two years affect the organizational structure of state agencies of community affairs and their major initiatives regarding local affairs. The first is the recognition in the states that economic development (business and job creation) cannot occur effectively if community development needs (housing, public services, and facilities) are not met. States are responding to this new awareness with agency reorganizations, legislation, and policy and program formulations.

Agency reorganization took place in Illinois, Missouri, and Utah in 1979. In Illinois, a Department of Commerce and Community Affairs was formed by combining the Department of Local Government Affairs, the Department of Business and Economic Development, and the Governor's Office of Manpower and Human Development. In Missouri, two separate divisions for community and economic development were combined under the community development director. In Utah, the Department of Community Affairs was combined with the Department of Development Services to form the Department of Economic and Community Affairs. There are now 19 states that have organized most of their community and economic development functions into one agency. The following expressed purpose of the Illinois reorganization provides an indication of why states are moving in this direction.

> Consolidation of functions now fragmented among these three agencies will strengthen the State's role in providing services and incentives which stimulate industrial and commercial growth, increase employment, and enhance the development of local communities. The new agency will serve as a broker to bring together public and private interests in order to promote economic development in ways that are consistent with State and local priorities.

An example of new legislation is a set of four Massachusetts statutes passed in 1978. The first establishes special treatment for Commercial Area Redevelopment Districts (CARDs), which are areas where the local community (with state approval) has decided to encourage more intensive commercial development. The other three statutes make commercial firms eligible for important financial incentives which were previously available only for industrial purposes. The three bills provide for tax-exempt revenue bond financing, mortgage insurance for rehabilitation of commercial buildings, and urban job incentives through state tax incentives. The significant state-local dimension is that the applicant community must obtain the approval of the local plan from the state's secretary for communities and development.

In the area of policy formulation, Colorado provides an excellent example of responding to comprehensive needs in community and economic development. A 1979 executive order outlined a growth and human settlements policy that must be followed by all state agencies in the performance of their functions. This performance is monitored and guided by the Department of Local Affairs, an agency that contains functions including community development, housing, economic development, rural development, and planning.

---

*Ms. Ennis is Director of Membership Services, Council of State Community Affairs Agencies. The introduction was written by Joseph S. Marinich, Executive Director, Council of State Community Affairs Agencies.

State programmatic initiatives have been numerous. They include Missouri's successful campaign to support the retention of existing business and to attract smaller enterprises to communities throughout the state. Michigan has provided extensive technical assistance in neighborhood development and community-based economic development. A major bill is likely to be passed in 1980 which would provide financial support for neighborhood ventures. Georgia has begun an extensive effort to assist communities in downtown development. The program is oriented to the retention of commercial establishments and the attraction of new ones.

The second major development is the increased activity of the states in the maintenance and revitalization of rural areas. State activity in the past two years helped states secure a major role in the president's Small Community and Rural Development Policy announced December 20, 1979.

Most states have a variety of programs to benefit nonmetropolitan areas. These include state-financed assistance, such as water and sewer programs in one half of the states, as well as federally funded resources like the "balance-of-state" program established through the Comprehensive Employment and Training Act.

The three most significant federal actions that stimulate increased state attention to rural needs were: (1) a letter to all governors in April 1978 from the assistant secretary for rural development of the U.S. Department of Agriculture (USDA) inviting state-federal cooperation in rural development efforts, (2) funding to over 30 states in the past two years through small grants under the Farmers Home Administration (FmHA) Section 111 planning program to stimulate state rural development strategy formulation, and (3) the request in the president's rural policy for all states to establish rural development councils.

In all of these actions, state-local relations have been a critical focus. The foremost factor in a state's attempt to exert more impact on rural development has been the state's knowledge of community problems and needs as well as possessing managerial capacities. States have attempted to increase their knowledge through improved outreach and technical assistance, data collection (e.g., North Carolina's Community Profiles Program), and local planning assistance.

As states have become more aware of how their rural areas and communities can be helped, they have pursued means to improve the use of state and federal resources in local development. In most states, state officials helped the USDA's Farmers Home Administration complete their state management plan which determines how allocations will be made for different programs (housing, community facilities, and business and industry) within the state. In eight states, agreements have been signed in the past two years with the USDA/FmHA which outline specific roles that state governments will play in the local and statewide use of the federal resources.

The U.S. Department of Housing and Urban Development (HUD) in the past two years has examined how it might involve the states more in the selection process for HUD's $1 billion discretionary community development grant program for communities below 50,000 population. HUD has announced that regulations will be published in early 1980 that will allow a demonstration in at least two states where the federal selection criteria will be replaced by a state government system. It is believed that the state's systems will be more attuned to the unique problems and capacities of its communities.

The initiatives in community and economic development, and in rural development, are important to state-local relations. For one, it is clear that the states feel more able to guide growth and development. For another, states are exerting pressure for more of a decision-making role in the intergovernmental system. Finally, the states' attention to both urban and rural needs reflects a maturation of state interest in and commitment to its communities. To be sure, there is unevenness in state responses, and some states have not taken significant actions to aid either urban or rural development; but examples of this are becoming fewer as communities call for more effective state aid, as federal actions prompt states to do more, and as states endeavor to assist communities on their own initiative. Given these forces, there is likely to be significant growth in the 1980s of state aid and involvement in local development.

Taxation and Finance

State actions affecting local governments during 1978-79 were reported in a number of areas. As in recent years, though, no actions were reported as frequently as those involving taxation and finance. While tax limitation proposals continued to be introduced and in some cases enacted, the area of taxation and finance took on a broader scope during the biennium.

Those states which previously had enacted tax limitations amended their taxing plans and methods so as to pay for needed governmental services. Other states took action affecting distribution of taxes, exemption from certain taxes, and the establishment of new or expanded taxes. Specific actions on sales taxes, motor fuel taxes, individual income taxes, property tax relief, and limits on state taxation can be found in the chapter "Recent Trends in State Taxation."

Distribution and Investment of Taxes. In an effort to maintain an equitable distribution of tax dollars, California's legislature mandated that property tax revenues be distributed to local agencies in the same proportion as that prior to the passage of Proposition 13. In Colorado, the legislature protected the municipal share of the highway user trust fund and revised the formula for the fund's distribution among municipalities. Local subdivisions in Maryland will now receive the local portion of withholding and estimated income taxes for which tax returns have not been filed. In a related matter, Alabama legislation now provides for the redistribution of funds paid to the state by the Tennessee Valley Authority in lieu of taxes.

Lawmakers in Alabama, Indiana, Massachusetts, and Michigan enacted legislation permitting local governments to invest certain funds in interest-bearing accounts.

Cost Sharing. Recognizing that many state-mandated programs and services place an increased financial burden on municipalities, Hawaii and Illinois enacted legislation requiring the state to provide some or all of the necessary funding. Legislation which has an impact on municipalities in Maine and New Hampshire must now contain a fiscal impact analysis. Local governments in New Hampshire will be allowed to delay the effective date of laws if the legislation's fiscal impact exceeds an established limit. The Rhode Island legislature established a mechanism for reimbursing cities and towns for the cost of state mandates.

By executive order, the ability of Massachusetts state agencies to impose new costs on cities and towns is limited. Those agencies must consult with local officials and project the probable financial impact of state-mandated programs prior to the adoption of policies and regulations.

Missouri and North Dakota will make state revenue sharing funds available to local governments, while Rhode Island will make state aid available at the rate of 1.2 percent of the combined sales and income tax revenues. Those municipalities in New Jersey which were hardest hit by the loss of federal antirecession fiscal assistance will receive a special state subsidy.

Bonding. A variety of bonding legislation was approved by the states. New Jersey's municipal bond law now provides a state guarantee of local bond issues. Under this law, the state will earmark certain pass-through revenues for debt service, and the local finance board must confirm the municipality's financial capacity. The Michigan legislature permanently extended the municipal bond interest rate ceiling to 10 percent. Counties in Utah are now authorized to issue revenue bonds from collected or rebated excise tax revenues.

Financial Management. Fiscal stability and uniform procedures were of primary concern to legislators in Florida, Georgia, Michigan, Utah, and Virginia. Each of those states enacted legislation requiring or prescribing uniform budgeting and reporting systems for local governments.

Other Tax Actions. In two separate actions, the Colorado Supreme Court found the use tax on construction materials and the municipal use tax unconstitutional. The municipal use tax was struck down because there was not a sufficient connection when the law was applied to a vendor making occasional deliveries within a jurisdiction.

Cities and towns in Rhode Island are now required to disclose proposed property tax rate changes before the local budget is adopted.

In Arkansas, sewer and sanitation charges were exempted from state sales tax, while in Missouri residential utilities are exempted from both state and local sales taxes.

Administration and Management

During 1979, state actions affecting local government administration and management encompassed a multitude of issues. In Kansas, cities were authorized to acquire land in central business districts through bond financing. The bonds will be retired through increased revenues gained from improvements within the redeveloped areas.

Public contract officers in Hawaii are permitted to negotiate with the bidder when only one bid is received and that bid exceeds available funds. State-mandated bid requirements for purchases made without advertisement by first-class cities in Arkansas were raised from $1,000 to $2,000.

The Michigan Supreme Court established new zoning procedures, after determining that zoning was a legislative rather than an administrative function. If an ordinance is found unconstitutional, it will be enjoined and sent back to the municipal zoning body. The zoning body must then submit an amended ordinance for the court's consideration. District courts in Maryland have been empowered to enforce county and municipal zoning codes in actions brought by a county or a municipality.

Oregon and North Dakota were among the states which instituted uniform building codes. The Oregon legislation, however, allows cities to adopt regulations different from state building regulations with the approval of the director of the Department of Commerce.

Georgia and Nebraska instituted provisions for the recall of elected officials. The Nebraska legislation makes all city and school governing body members subject to popular recall, while the Georgia legislation only applies to elected city officials. In other action related to election of local officials, the Nebraska legislature provided for Omaha city council members to be elected by district rather than at large. The city of Lincoln changed its method of electing council members, but did so through its home rule charter procedure.

In an action which opponents viewed as the first major state legislative infringement on Illinois home rule, the legislature established a uniform 21-year-old drinking age in the state, superseding conflicting local ordinances and preempting home rule powers which had previously been used to establish lower drinking ages in individual communities.

Legislation instituting or affecting home rule ordinances was approved in several states. A constitutional amendment in Iowa grants constitutional home rule to counties. New Hampshire's new home rule law allows cities and towns to adopt and amend local charter provisions affecting their form of government and governmental structure.

In other action, the Missouri legislature approved a measure which allows repeal of the blue law (ban on Sunday sales) on a county-by-county basis. The West Virginia attorney general ruled that the city of Fairmont and the county of Marian could not establish a joint human rights commission; only political subdivisions can establish such commissions.

Planning and Community Development

Significant state actions affecting municipal land use and community development programming were taken in 1979. Of primary importance were annexation and land use planning.

As a result of the recent clarification of annexation laws, Montana now has five methods of annexation. Voters in Wyoming may approve or disapprove the annexation of their town by one contiguous to it. Similarly, a revision of the South Dakota municipal annexation laws requires persons both in the municipality seeking to annex an area and those in the proposed annex area to vote or petition for annexation. A majority of the votes cast in the combined area of the municipality and the special annexation area is required.

In South Carolina, the circuit court held unconstitutional that portion of a state annexation statute requiring a freeholder election in the territory to be annexed. The ruling stated that such an election violated the Fourteenth Amendment because it imposed an additional qualification for voting without showing a compelling state interest to justify that qualification.

In other annexation-related actions, municipalities in Arkansas were authorized to annex unincorporated areas by ordinance.

The concerns of states about planning and balanced growth and development resulted in several legislative and executive actions. North Carolina enacted a balanced growth policy act which includes a provision for expanding the membership of the Local Government Advocacy Council. The governor designated the council and the State Goals and Policy Board to act as the interim balanced growth board.

Municipalities in New Hampshire have received legislative authorization to control the rate and timing of growth and development. Guidelines for the legislation were handed down in a recent state supreme court decision.

Washington's Planning and Community Affairs Agency has included tentative growth management recommendations in its Housing and Urban Development 701 grant application. Those recommendations, which include better coordination of agency review processes and a reporting system designed to keep local officials better informed of state activities, resulted from efforts to prepare a statewide growth management plan.

Land use decisions made by local governments and state agencies in Oregon are under the jurisdiction of a recently established Land Use Board of Appeals. As part of its effort to manage development, Vermont's District 4 Environmental Commission denied an application for construction of a suburban shopping mall in a town of 3,200 because the application did not satisfy a sufficient number of the 10 criteria specified in the state's land use and development law. An appeal of the decision is pending.

West Virginia's municipal and county planning boards may now take official action on measures approved by a majority vote of the members attending a commission meeting, when a majority of all members is present. Previously, a majority vote of the entire membership was required.

Landfills and solid waste management are issues which generated legislative action in Michigan and Oregon. Oregon's lawmakers enacted provisions to facilitate the siting of landfills. The planning, location, acquisition, development, and operation of landfills are statewide concerns addressed by the legislation. The Solid Waste Management Act, authorized in Michigan, provides for more stringent regulation of solid waste disposal. The act includes a provision requiring surety bonds to assure maintenance of a landfill for five years after it is closed.

The concern for redevelopment of blighted areas resulted in legislative action in New Mexico and New York. New Mexico's chartered municipalities with populations over 200,000 are authorized by the municipal redevelopment code to designate blighted areas, plan and execute redevelopment in those areas, and finance the redevelopment through tax increment or revenue bonds. In New York, the Urban Development Action Area Act authorizes municipalities with populations over 100,000 to encourage redevelopment of municipally owned property in redevelopment areas by offering tax incentives to private enterprise.

Specifically related to housing, New Mexico and Texas enacted legislation which provides a financing mechanism through which low- and moderate-income persons can purchase houses. The Texas legislature established a state housing finance agency which is authorized to issue bonds. Proceeds from bond sales are channeled through local sponsors to provide home acquisition and improvement loans for low- and moderate-income persons. New Mexico's Municipal Mortgage Finance Act authorizes municipalities to provide housing financing for low- and moderate-income persons. The act also authorizes municipalities to issue tax-exempt bonds and to use the proceeds to purchase mortgages on single-family residences.

In other action, Michigan established a Cabinet of Community Development. Under the lieutenant governor's direction, the cabinet oversees coordination of all agencies involved in the state's urban program and directs revitalization efforts for the cities. In a similar move, New York established an Urban Affairs Cabinet which coordinates staff activities and policies affecting urban areas. The Office of Urban Revitalization, a branch of the Urban Affairs Cabinet, is the office through which state efforts to revitalize distressed areas are coordinated.

Labor Relations and Personnel

Collective bargaining in the public sector has been a major area for state action in the past. In 1979, however, Montana, New York, and Connecticut were the only states reporting actions related to the collective bargaining process. Fire fighters in Montana are now subject to binding arbitration, while the requirement for binding arbitration to which New York police and fire fighters are subject was extended through 1981. The Connecticut legislature mandated that the last-best-offer binding arbitration be used to resolve teacher contract disputes.

The Virginia legislature enacted a policy to encourage resolution of employee problems through discussion involving employees, their immediate supervisors, and upper management. A grievance procedure is available to provide an immediate and fair method of settling disputes when employee problems cannot be otherwise resolved.

Governmental immunity and liability continued to receive attention from lawmakers in some states. As in previous years, states are moving away from the doctrine of sovereign immunity. Unlike previous years, though, state legislatures are taking action on their own and not as a reaction to court decisions.

Sovereign immunity in liability suits against Wyoming local governments was removed in selected areas and liability was limited to $500,000 per occurrence. In Kansas, a comprehensive tort claims act waived state and local governmental immunity from torts, although a number of liability exceptions were made. In this instance, liability is limited to $500 per occurrence.

Colorado protected its municipal employees' right of indemnity by making personal torts against public officers and employees subject to the same limitations as suits against public bodies.

Although the issues were quite dissimilar, the supreme courts in Michigan and Washington handed down decisions relating to governmental liability. The Michigan court held that operation of a municipal hospital is not a necessary function of government and the government is not immune from injuries suffered through negligence of a municipal hospital. The Washington court found that litigation to prevent violation of the state's open meeting law can be barred on the basis of the doctrine of laches (inexcusable delay).

In an effort to limit municipal employee exposure to liability, the Connecticut legislature authorized the formation of an interlocal management risk agency. The agency will provide coverage to municipalities and local public agencies for workers' compensation and general liability.

Self-insurance was another method utilized by states to limit exposing municipal employees to liability. Authorization was given to local governments in New York to provide limited or complete self-insurance by establishing reserve funds to cover casualty and liability claims. Both the Kentucky and Tennessee legislatures authorized self-insurance pools for tort liability. Local governments in Idaho now have the option of pooling their insurance premiums and establishing a self-insured program. North Carolina has instituted a statewide public officials and employees insurance commission. The commission is authorized to negotiate a group liability insurance plan for local elected officials, police officers, and other public employees.

Employee benefit funds and retirement systems were items on the legislative agenda in some states. The power to establish employee benefit and retirement funds was extended to Class III cities in West Virginia. In Idaho, the fire fighters retirement fund was merged with the public employees retirement system, while the Colorado legislature approved a new retirement benefit package for newly hired police and fire fighters.

In other personnel-related matters, the West Virginia Supreme Court struck down a one-year city residency requirement for police applicants. The Mississippi legislature enacted a bill requiring all municipal civil service applicants to be citizens of the United States and electors of the county in which they reside. The Michigan legislature mandated overtime pay for fire fighters for hours on duty in excess of 216 during a 28-day period.

Arkansas assumed complete funding of municipal and county employees workers' compensation claims. Kentucky took a different approach in that local governments are now required to provide unemployment compensation and benefits to all eligible employees. In Tennessee, nonprofessional school employees are prohibited from drawing unemployment compensation during holiday and vacation periods.

The Massachusetts Court of Appeals ruled that the minimum wage statute does not apply to state, county, or municipal employees. Elected officials in Montana cities and towns were authorized to set their own salaries by ordinance or resolution.

State-Local Relations

The area of state-local relations continues to be of importance to states. Actions regarding cost sharing between state and municipal governments were discussed earlier, but many other actions were taken in 1979.

In order to facilitate direct communication between municipalities and the governor's office, Maine's governor established an 11-member council of local government officials. The council will advise him on the development of municipalities in Maine. Local elected officials and state agency directors in Wyoming will participate on a local government coordination committee established to coordinate state and local intergovernmental relations. The Mississippi legislature established procedures for intergovernmental cooperation among local, state, and federal agencies in the following areas: police and fire protection, water and sewage systems, garbage collection, road maintenance, planning, engineering, buildings, public facilities, industrial parks, ad valorem tax assessments and collection, and relocation of railroad lines.

General enabling legislation allows 14 of the 18 municipalities in Chittendon County, Vermont, to join the Chittendon Regional Council, the state's first council of elected local officials.

In a related area, Florida has moved toward improved local government cooperation and coordination by permitting municipalities to make agreements among themselves without approval from the state's Department of Legal Affairs.

Conclusion

The topics just discussed are the primary areas in which states took action affecting local governments during 1979. While taxation and finance continued to be the predominant area for action, it is apparent that states are diversifying their efforts and attempting to take steps which will improve local governments' internal management capacity as well as their ability to provide services to their constituents.

STATE AID TO LOCAL GOVERNMENTS IN 1978*

AS STATE PAYMENTS to local governments reached over $300 per capita for the first time during fiscal 1978, additional attention was being turned to the overall role of the states in aiding or overseeing local government financial activity. Among the many aspects of the complex state-local relationship being reexamined were direct state grants-in-aid to localities, state takeover of responsibility for providing particular services, the expansion of state tax relief programs and their subsequent impact upon local governments, and state assistance in the case of local government financial emergencies. Adding to the complexity of issues was the fact that many states make payments to the federal government which serve to supplement minimum categorical cash assistance payments to the aged, blind, and disabled.

Of the total state intergovernmental payments of $67.3 billion in fiscal 1978, $65.8 billion was for state aid to local jurisdictions (with $1.5 billion in state-to-federal transfers).

The rate of growth in total state intergovernmental expenditure has slowed in recent years, after increasing since the 1960s at a faster pace than state government direct general expenditure. Consequently, direct state aid payments to local governments (disregarding the state-to-federal payments), as a percentage of total state general expenditure, have stabilized, after slow but steady growth.

These figures reflect a general consistency in state government efforts at providing direct local financial assistance.

DIRECT STATE AID PAYMENTS TO LOCAL GOVERNMENTS AS A PERCENTAGE OF STATE GENERAL EXPENDITURE

Fiscal year	*Per-cent*	*Fiscal year*	*Per-cent*
1960	34.7	1972	37.2
1962	34.9	1974	38.0
1964	34.8	1975	36.9
1966	36.7	1976	36.9
1968	36.3	1977	37.2
1970	37.2	1978	36.6

Conceptual Framework

Bureau of the Census data on state intergovernmental expenditure is compiled in such a way as to include two distinct features: state intergovernmental expenditure which includes state payments to the federal government as well as to local governments; and state intergovernmental expenditure which includes federal funds which the states pass through to their local governments. State-to-federal payments for fiscal 1978 are shown in Table 5 on an individual state basis. These payments totaled only $341 million in fiscal 1974, but amounted to almost $1.5 billion by fiscal 1978. Not all states show payments to the federal

---

*Adapted by Maurice Criz and David Kellerman, Senior Advisor and Statistician, respectively, Governments Division, U.S. Bureau of the Census, from the Bureau's report, *State Payments to Local Governments* (vol. 6, no. 3 of the 1977 census of governments), and annual reports of *State Government Finances.*

government, as some choose to supplement federal categorical welfare aid with their own direct payments to qualified recipients.

Federal funds which states receive and then pass on to local governments are either distributed directly or in some combination with state funds. However, Bureau of the Census data cannot be used to identify state aid payments to local units by these two revenue sources.

In general, the Bureau of the Census defines state payments to local governments as consisting of grants-in-aid, payments in lieu of taxes, reimbursements for services performed, state-collected locally shared taxes, and the extension of contingent loans or advances (where repayment is on a conditional basis).

Excluded from the concept of state intergovernmental payments to local governments are the following:

1. Nonfiscal assistance to local governments in the form of advisory services or aid-in-kind.
2. Contributions by a state to trust funds it administers for the financing of retirement benefits to local government employees.
3. Shares of state-imposed taxes which are collected and retained by local governments.
4. Proceeds of state interest-bearing loans to local governments which, unlike contingent loans, are repayable over a specified time. Such loans are treated as debt and investment transactions.
5. Expenditure for the purchase of property, commodities, and utility services to other governments.

Administering Programs of State Aid

Administering programs of direct state aid payments to local governments involves addressing the issues of the amount of aid to be distributed, the method of allocation, and the method of financing the programs.

The amount of aid to be distributed is generally predetermined, either by legislative action or participation in a federally funded program. In some cases, state aid payments are based upon the yield of a specific revenue source, such as a tax on gasoline. In the education area, state aid is quite often set at a particular amount per pupil or per teacher, with total amounts paid to any given unit varying accordingly.

The choice of how to finance and distribute state aid is often dependent upon the basic intent or purpose of particular aid programs. Most states now have some type of program for general local government support (revenue sharing type programs). Generally broad-based revenue sources are used to finance these general local support programs. Payments can be made from a state's general fund or from a broad-based tax source such as the general sales tax or individual income tax. These sources are borne by nearly all taxpayers and are logically used to finance programs considered beneficial to the general public.

For some specific types of state aid, there is a direct relation between the function being financed and the source and distribution of the aid payments. Aid for highways, for example, is often financed from special trust funds comprised of gasoline tax revenue or highway user tax revenue. To some degree, the financing burden is borne by those who would use the highways most often, even though highways are a social commodity. The general approach involved is thus to finance the program through earmarked or designated revenue sources, with aid payments distributed according to origin or need.

Finally, some state aid programs might be designed so as to achieve specific goals.

Financing is generally based upon appropriations, with distributions to localities which meet certain criteria, such as the establishment of a specific program. State aid of this type often involves the redistribution of federal funds and may involve some matching requirements.

The State Role

Assessing the role of the states in aiding their local jurisdictions can be based upon any number of issues. Foremost among these are the state role in channeling federal funds to local governments, the issue of economic efficiency in financing certain types of services, the provision of tax relief for citizens, and the issue of state aid during local government fiscal emergencies.

One controversial topic in assessing intergovernmental aid is the impact upon local government expenditures—whether grants-in-aid substitute for local expenditure or serve to stimulate local expenditure. This question pertains to both state and federal grants made to local units, as the latter are indistinguishable in the Census Bureau data format when passed through states to localities.

Recent findings suggest that grants-in-aid are generally stimulative in nature and tend to result in local spending increases in excess of the amount of aid received.[1] There is variation among the states, however, and the complexities of state-local fiscal relationships or state fiscal systems may result in exceptions to this general finding. Nevertheless, such a finding can raise questions as to the intent of grant programs and their impact upon local governments during periods of growing concern over government deficits. For example, the impact of a cutoff in a grant program that has been in existence for some time might cause a loss of the service to taxpayers or force localities to increase their own financing share in order to maintain the service.

The issue of achieving economic efficiency in the provision of a given service essentially revolves around the question of which level of government should properly provide financing. Much has been written of spillover effects, equalization, and disparities in resources among local jurisdictions; yet these remain strong points in the argument for continued state aid programs.

More recently, state aid programs have become part of the overall effort toward tax relief for citizens. Some tax relief efforts, and tax reduction or limitation measures, have resulted in state aid programs being used to offset revenue losses to local governments. Such efforts generally began with the many property tax relief programs in existence.

Property tax relief programs vary considerably from state to state in terms of the beneficiaries, means of financing, administration, and form of relief granted. Not all such programs result in an actual state payment to a local unit of government.

Property tax relief programs are of two types, the circuit breaker and the homestead exemption. The circuit-breaker approach is generally administered by granting tax relief when a property owner's tax liability exceeds a fixed percentage of income. The percentage usually varies according to income size, with a maximum income above which no relief is granted. Relief can be in the form of a direct rebate to the property owner, credits on a state's individual income tax, or direct reduction in the tax bill itself. The program is quite often limited to a fixed group, especially the elderly, and renters are eligible in some cases.

The financing burden of the circuit-breaker program is generally borne by the state when the program involves a rebate to the taxpayer or a credit on the individual income tax. When there is a mandated reduction in the property owner's tax bill, the burden can either be borne by the local government or the state. Only in the latter situation does the circuit-breaker property tax relief program result in state-to-local intergovernmental payments, with the state reimbursing the local government for lost tax revenue.

The homestead exemption form of property tax relief provides for a reduction in the assessed value of property, thereby lowering the tax liability to the property owner. This form of tax relief is generally broader in coverage than the circuit-breaker type, but also can be limited to certain groups (the elderly). Homestead exemption programs result in state-to-local payments as reimbursement for lost revenue in some states, but in others the program is mandated by state law, with the local governments absorbing the lost revenue.

With the fiscal crises of New York City, Cleveland, Wayne County (Michigan), and other local governments, there has been a renewed interest in the state role of providing emergency financial assistance and in the oversight of local government financial affairs. While state governments can respond in various ways to a local fiscal crisis, the most direct approach remains state aid payments or advances of such aid. Other less direct means of alleviating local fiscal or cash flow problems, which do not involve intergovernmental transfers, include the authorization of new taxing authority, the removal of debt or tax rate ceilings, or the state guarantee of local borrowing.

However, the issue of emergency state assistance goes beyond such specific aid measures. States constitutionally establish local governments and define their proper financial activity. They have certain responsibilities with respect to administration and oversight of local affairs, especially when unsound financial practices are one of the primary causes of financial emergencies.

Of necessity, states must become involved in both the short-term and long-term implications of local government financial emergencies. New York established the Municipal Assistance Corporation and the Emergency Financial Control Board to steer New York City through its crisis. Many states have agencies with specific oversight responsibility designed to deal with local finance over the long run, generally assessing local finances on a year-to-year basis.

As an example, Wayne County, Michigan, was able to stave off cash shortages over a three-year period by getting approval from the Michigan Municipal Finance Commission to borrow against future tax revenues. The lack of such approval for 1979 was one cause of Wayne County's fiscal problems.

Statistical Findings

State intergovernmental expenditure in most major functional areas increased during fiscal 1978. Most state intergovernmental payments continued to be for the support of local education, which accounted for almost 60 percent of all state aid expenditure.

Variation in the extent to which states provide education assistance to local units can be seen in the per capita figures for Table 3. Alaska ($477), Delaware ($263), Minnesota ($282), and New Mexico ($292) distributed the most per capita aid for education, while Nebraska ($75), New Hampshire ($45), and South Dakota ($87) had the lowest per capita amounts. Hawaii has state-administered public schools and distributes no aid.

The only major change in state aid for education occurred in Maine. In 1975, the state assumed primary responsibility for financing local schools through a uniform property tax, resulting in per capita school aid payments of $249 in 1976. This program has since been revised and the state tax repealed, resulting in a decrease in state aid payments ($183 in fiscal 1978).

State payments for public welfare remained the second largest category of aid to local governments and totaled $8.6 billion during 1978. An additional $1.4 billion in the public welfare area was paid by states to the federal government.

States exhibited an even greater diversity in their respective programs for public welfare aid than for education, as indicated by the range of per capita expenditures. With the payment to the federal government included, the U.S. total per capita figure was $46 in 1978. However, the median state payment was only $2.98. Ten states had no such expenditure, while New York had intergovernmental payments of $236 per capita and California $138 per capita for public welfare.

Since 1976, Maryland and Virginia have assumed most of the responsibility for the public welfare function. The national total of state-to-local welfare aid thus dropped slightly in 1978 (see Table 1). Per capita payment of welfare aid has dropped in Maryland, and has risen only 1.2 percent in Virginia since 1976.

State aid for general local government support was the third largest category of state payments at $6.8 billion. All states but Delaware had such general support programs, which provide funds for use with little or no restriction. Some states use general purpose support programs to channel considerable amounts of aid to their localities. Wisconsin's $150 per capita distribution was the largest, with 10 other states showing an excess of $50 per capita in general support payments. Including Delaware, 10 states showed less than $5 per capita in general local support payments.

Table 5 presents state intergovernmental expenditure by type of receiving government. School districts received 47.6 percent of all state intergovernmental payments (48.9 percent of state aid to localities) during 1978. Generally speaking, the distribution of state payments by type of receiving government has remained steady over the years.

The 1977 census of governments report, *State Payments to Local Governments*, detailed state payments to local governments, by function and by type of receiving government, for each state. Summary data is presented here.

PERCENTAGE DISTRIBUTION OF STATE AID, BY SELECTED FUNCTIONS AND TYPE OF RECEIVING GOVERNMENT: 1977

Receiving governments	*Total (a)*	*Education*	*Public welfare*	*Highways*	*General local government support*
School districts	47.6	78.7	...	...	...
Counties	22.6	8.4	61.3	53.2	23.9
Municipalities	19.3	6.6	38.4	36.5	50.5
Townships	1.2	0.6	0.1	5.0	3.9
Special districts	1.1	...	...	...	1.4
Various units	8.2	5.8	0.3	5.4	20.4

(a) Includes items not shown separately.

As indicated in the table, school districts were the recipients of 78.7 percent of all state aid for education. Counties and cities, primarily those with dependent schools, also were recipients of substantial state education aid.

County governments were the primary recipients of most state aid for public welfare, highways, health and hospitals, and corrections. Most state aid payments for general local government support and sewerage went to municipalities, while most state aid to townships was for highways.

Footnote

1. Advisory Commission on Intergovernmental Relations, *The States and Intergovernmental Aids*, report A59 (Washington, D.C.: February 1977).

Table 1
SUMMARY OF STATE INTERGOVERNMENTAL PAYMENTS: 1942 TO 1978*
(In millions)

			To local governments						
				For specified purposes					
Fiscal year	*Total*	*To federal government*	*For general local government support*	*Total*	*Schools*	*Public welfare*	*Highways*	*All other*	*Per capita*
1942	$ 1,780	...	$ 224	$ 1,556	$ 790	$ 390	$ 344	$ 32	$ 13.37
1944	1,842	...	274	1,568	861	368	298	41	13.95
1946	2,092	...	357	1,735	953	376	339	67	15.05
1948	3,283	...	428	2,855	1,554	648	507	146	22.64
1950	4,217	...	482	3,735	2,054	792	610	279	28.11
1951	4,678	...	513	4,165	2,248	974	667	276	30.78
1952	5,044	...	549	4,495	2,525	976	728	268	32.55
1953	5,384	...	592	4,971	2,740	981	803	267	34.19
1954	5,679	...	600	5,079	2,934	1,004	871	269	35.42
1955	5,986	...	591	5,395	3,154	1,046	911	284	36.62
1956	6,538	...	631	5,907	3,541	1,069	984	313	39.28
1957	7,439	...	668	6,771	4,212	1,136	1,083	340	43.86
1958	8,089	...	687	7,402	4,598	1,247	1,167	390	46.76
1959	8,689	...	725	7,964	4,957	1,409	1,207	391	49.37
1960	9,443	...	806	8,637	5,461	1,483	1,247	446	52.75
1961	10,114	...	821	9,293	5,963	1,602	1,266	462	55.51
1962	10,906	...	844	10,062	6,474	1,777	1,326	485	58.94
1963	11,885	...	1,012	10,873	6,993	1,919	1,416	545	63.31
1964	12,968	...	1,053	11,915	7,664	2,104	1,524	623	68.06
1965	14,174	...	1,102	13,072	8,351	2,436	1,630	655	73.43
1966	16,928	...	1,361	15,567	10,177	2,882	1,725	783	86.79
1967	19,056	...	1,585	17,471	11,845	2,897	1,861	868	96.70
1968	21,950	...	1,993	19,957	13,321	3,527	2,029	1,079	110.27
1969	24,779	...	2,135	22,644	14,858	4,402	2,109	1,275	123.20
1970	28,892	...	2,958	25,934	17,085	5,003	2,439	1,407	142.73
1971	32,640	...	3,258	29,382	19,292	5,760	2,507	1,823	158.82
1972	36,759	...	3,752	33,007	21,195	6,944	2,633	2,235	177.16
1973	40,822	...	4,280	36,542	23,316	7,532	2,953	2,741	195.22
1974	45,941	$ 341	4,804	40,796	27,107	7,028	3,211	3,450	218.07
1975	51,978	975	5,129	45,874	31,110	7,127	3,225	4,412	244.71
1976	57,858	1,180	5,674	51,004	34,084	8,296	3,241	5,383	270.42
1977	62,460	1,386	6,373	54,701	36,964	8,756	3,631	5,350	288.65
1978	67,287	1,472	6,819	58,995	40,125	8,586	3,821	6,463	309.52

**Source:* U.S. Bureau of the Census, *State Payments to Local Governments* (vol. 6, no. 3, of the 1977 census of governments) and annual reports of *State Government Finances*.

Table 2
STATE INTERGOVERNMENTAL EXPENDITURE, BY STATE: 1972 TO 1978*

State	Amount (in thousands)				Per capita amounts				Percentage increase in per capita amounts		
	1978	1976	1974	1972	1978	1976	1974	1972	1976 to 1978	1974 to 1976	1972 to 1974
All states	$67,287,260	$57,858,241	$45,941,111	$36,759,246	$309.52	$270.42	$218.07	$177.16	14.5	24.0	23.1
Alabama	856,355	700,064	555,013	450,065	228.85	191.01	155.16	128.22	19.8	23.1	21.0
Alaska	265,975	207,088	146,623	102,138	659.99	542.12	435.08	314.27	21.7	24.6	38.4
Arizona	814,662	694,268	470,705	357,569	346.08	305.84	218.63	183.84	13.2	39.9	18.9
Arkansas	505,103	418,197	314,643	219,971	231.06	198.29	152.59	111.21	16.5	30.0	37.2
California	9,905,969	8,135,469	6,901,808	5,321,068	444.33	378.04	330.12	259.97	17.5	14.5	27.0
Colorado	746,746	675,431	482,735	376,089	279.68	261.49	193.40	159.56	7.0	35.2	21.2
Connecticut	593,857	525,225	429,011	442,371	191.63	168.50	138.93	143.53	13.7	21.3	-3.2
Delaware	183,973	188,428	134,868	116,729	315.56	323.75	235.37	206.60	-2.5	37.6	13.9
Florida	2,235,987	1,834,215	1,560,305	1,024,986	260.18	217.81	192.87	141.20	19.5	12.9	36.6
Georgia	1,177,775	845,591	817,138	598,776	231.66	170.14	167.38	126.86	36.2	1.7	31.9
Hawaii	49,711	22,772	21,741	19,629	55.42	25.67	25.67	24.26	115.9	0.0	5.8
Idaho	225,063	187,358	135,844	87,804	256.34	225.46	170.02	116.14	13.7	32.6	46.4
Illinois	2,869,480	2,652,553	2,043,053	1,627,820	255.22	236.22	183.55	144.68	8.0	28.7	26.9
Indiana	1,481,065	1,253,233	753,675	643,861	275.60	236.37	141.40	121.69	16.6	67.2	16.2
Iowa	969,801	797,891	584,348	462,338	334.88	278.01	204.68	160.37	20.5	35.8	27.6
Kansas	474,426	404,805	304,312	351,983	202.06	175.24	134.06	155.88	15.3	30.7	-14.0
Kentucky	774,679	510,160	404,707	349,173	221.46	148.82	120.56	105.84	48.8	23.4	13.9
Louisiana	1,116,896	998,899	731,312	660,322	281.62	260.06	194.29	177.51	8.3	33.9	9.5
Maine	274,718	320,491	109,340	103,014	251.80	299.52	104.43	100.11	15.9	186.8	4.3
Maryland	1,199,885	1,460,454	1,091,811	882,168	289.62	352.43	266.69	217.50	-17.8	32.2	22.6
Massachusetts	1,577,703	1,429,110	916,244	607,661	273.24	246.02	157.97	105.00	11.1	55.7	50.4
Michigan	3,071,384	2,306,268	2,072,529	1,619,064	334.25	253.32	227.80	178.27	32.0	11.2	27.8
Minnesota	1,960,373	1,602,859	1,391,182	1,117,908	489.12	404.25	355.17	286.94	21.0	13.8	23.8
Mississippi	691,567	582,224	459,559	367,995	287.67	247.33	197.74	162.61	16.3	25.1	21.6
Missouri	812,678	693,542	598,876	475,630	167.22	145.15	125.37	100.07	15.2	15.8	25.3
Montana	215,838	147,181	96,534	68,116	274.95	195.46	131.34	94.74	40.7	48.8	38.6
Nebraska	347,780	257,768	180,772	133,561	222.22	165.98	117.16	87.58	33.9	41.7	33.8
Nevada	197,202	143,910	119,059	98,704	298.79	235.92	207.78	187.29	26.7	13.5	10.9
New Hampshire	105,117	87,832	69,147	57,501	120.69	106.85	85.58	74.58	13.0	24.9	14.7
New Jersey	2,162,892	1,634,972	1,365,174	1,159,957	295.19	222.87	186.24	157.45	32.5	19.7	18.3
New Mexico	461,088	363,060	271,566	225,054	380.44	310.84	242.04	211.32	22.4	28.4	14.5
New York	10,075,469	9,977,102	7,914,358	7,097,255	567.70	551.71	436.99	386.43	2.9	26.3	13.1
North Carolina	1,960,984	1,652,666	1,179,995	950,625	351.62	302.19	220.03	182.32	16.4	37.3	20.7
North Dakota	177,804	148,253	114,500	86,222	272.71	230.56	179.75	136.43	18.3	28.3	31.8
Ohio	2,610,757	2,095,547	1,828,135	1,102,283	242.88	196.03	170.26	102.22	23.9	15.1	66.6
Oklahoma	631,479	491,460	368,558	321,030	219.26	177.68	136.05	121.88	23.4	30.6	11.6
Oregon	608,505	421,079	353,141	289,258	248.98	180.80	155.84	132.57	37.7	16.0	17.6
Pennsylvania	3,054,225	2,762,409	2,352,901	1,790,977	259.93	232.88	198.81	150.17	11.6	17.1	32.4
Rhode Island	170,414	148,660	114,275	106,556	182.26	160.37	121.96	110.08	13.7	31.5	10.8
South Carolina	650,372	530,983	444,103	341,114	222.88	186.44	52	128.00	20.0	16.9	24.6
South Dakota	85,935	68,306	62,979	47,976	124.54	99.57	92.34	70.66	25.1	7.8	30.7
Tennessee	798,272	657,567	545,545	426,544	183.22	156.04	132.13	105.82	17.4	18.1	24.9
Texas	2,724,758	2,161,147	1,433,098	1,227,261	209.37	173.07	118.93	105.35	21.0	45.5	12.9
Utah	369,324	288,129	197,742	164,182	282.57	234.63	168.58	145.81	20.4	39.2	15.6
Vermont	97,068	81,941	69,620	53,832	199.32	172.14	148.13	116.52	15.8	16.2	27.1
Virginia	1,045,710	1,010,572	844,923	682,179	203.13	200.83	172.15	143.19	1.2	16.7	20.2
Washington	1,138,795	947,921	671,821	573,083	301.75	262.44	193.27	166.45	15.0	35.8	16.1
West Virginia	461,282	356,823	254,904	205,165	248.00	195.95	142.32	115.20	26.6	37.8	23.5
Wisconsin	2,149,735	1,868,145	1,587,473	1,106,793	459.44	405.33	347.67	244.87	13.4	16.6	54.6
Wyoming	150,624	108,213	69,406	57,886	355.25	277.47	193.33	167.79	28.0	43.5	15.2

**Source:* U.S. Bureau of the Census, annual reports of *State Government Finances.*

Table 3
PER CAPITA STATE INTERGOVERNMENTAL EXPENDITURE, BY FUNCTION AND BY STATE: 1978*

State	*Total*	*General local government support*	*Specified functions*			
			Education	*Public welfare*	*Highways*	*Miscellaneous and unallocable*
All states	$309.52	$ 31.37	$184.58	$ 46.22	$17.58	$29.78
Alabama	228.85	6.44	177.46	...	18.56	26.39
Alaska	659.99	79.10	476.68	1.11	...	103.10
Arizona	346.08	74.17	231.64	0.53	25.84	13.90
Arkansas	231.06	12.59	155.98	0.72	27.34	34.43
California	444.33	53.51	200.62	138.12	18.36	33.73
Colorado	279.68	6.04	186.09	51.23	17.68	18.64
Connecticut	191.63	30.78	111.12	7.33	8.14	34.25
Delaware	315.56	...	262.50	1.30	3.43	48.33
Florida	260.18	27.70	205.41	...	14.28	12.79
Georgia	231.66	3.17	176.94	1.57	12.35	37.63
Hawaii	55.42	24.89	...	4.65	1.95	23.93
Idaho	256.34	33.75	173.36	...	40.18	9.04
Illinois	255.22	14.42	180.99	5.52	22.55	31.74
Indiana	275.60	59.30	143.05	24.80	33.47	14.98
Iowa	334.88	37.33	220.15	8.35	47.49	21.56
Kansas	202.06	11.73	159.48	0.10	19.48	11.26
Kentucky	221.46	0.37	188.45	...	4.40	28.24
Louisiana	281.62	41.22	207.41	0.20	10.34	22.44
Maine	251.80	25.61	182.55	4.82	3.60	35.23
Maryland	289.62	23.59	179.46	0.08	37.93	48.56
Massachusetts	273.24	6.44	148.19	22.21	9.87	86.52
Michigan	334.25	56.55	191.76	22.13	38.67	25.14
Minnesota	489.12	80.05	282.22	58.99	30.41	37.44
Mississippi	287.67	37.61	206.26	...	33.68	10.12
Missouri	167.22	1.22	137.12	1.72	11.70	15.47
Montana	274.95	18.38	182.85	0.96	8.64	64.11
Nebraska	222.22	63.64	75.48	9.54	42.57	30.98
Nevada	298.79	25.13	216.68	4.09	10.23	42.66
New Hampshire	120.69	38.91	45.13	...	7.13	29.52
New Jersey	295.19	34.22	162.14	72.16	3.94	22.73
New Mexico	380.44	67.39	292.48	...	9.36	11.21
New York	567.70	58.53	216.61	236.25	7.15	49.16
North Carolina	351.62	15.42	236.63	56.45	5.74	37.38
North Dakota	272.71	29.73	179.38	9.26	37.07	17.26
Ohio	242.88	33.80	149.70	15.15	25.08	19.15
Oklahoma	219.26	2.70	169.56	1.34	31.41	14.26
Oregon	248.98	20.52	161.82	1.00	47.69	17.95
Pennsylvania	259.93	2.94	181.96	20.60	10.50	43.94
Rhode Island	182.26	12.00	125.83	19.29	0.42	24.73
South Carolina	222.88	19.29	153.50	...	14.93	35.17
South Dakota	124.54	6.68	87.37	0.33	7.04	23.13
Tennessee	183.22	15.94	126.30	0.66	33.05	7.29
Texas	209.37	1.34	203.35	...	1.07	3.62
Utah	282.57	0.77	226.42	3.10	9.12	43.16
Vermont	199.32	0.28	124.28	8.05	12.08	54.63
Virginia	203.13	3.99	151.61	18.45	7.53	21.55
Washington	301.75	11.05	220.84	5.97	22.20	41.68
West Virginia	248.00	5.00	229.36	...	...	13.64
Wisconsin	459.44	149.95	160.79	79.01	32.11	37.59
Wyoming	355.25	93.33	182.96	2.86	27.90	48.19

**Source:* U.S. Bureau of the Census, *State Government Finances in 1978.*

Table 4
STATE INTERGOVERNMENTAL EXPENDITURE, BY FUNCTION AND BY STATE: 1978*
(In thousands of dollars)

State	Total	General local government support	Specified functions			
			Education	Public welfare	Highways	Miscellaneous and combined
All states	$67,287,260	$6,819,438	$40,125,488	$10,047,049	$3,821,135	$6,474,150
Alabama	856,355	24,089	664,073	...	69,438	98,755
Alaska	265,975	31,876	192,103	448	...	41,548
Arizona	814,662	174,595	545,270	1,251	60,820	32,726
Arkansas	505,103	27,519	340,982	1,568	59,774	75,260
California	9,905,969	1,193,040	4,472,568	3,079,175	409,245	751,941(a)
Colorado	746,746	16,131	496,868	136,781	47,200	49,766
Connecticut	593,857	95,397	344,364	22,728	25,224	106,144
Delaware	183,973	...	153,039	757	2,000	28,177
Florida	2,235,987	238,040	1,765,287	...	122,734	109,926
Georgia	1,177,775	16,117	899,568	7,961	62,794	191,335
Hawaii	49,711	22,327	...	4,173	1,750	21,461
Idaho	225,063	29,635	152,213	...	35,274	7,941
Illinois	2,869,480	162,153	2,034,882	62,097	253,537	356,811(b)
Indiana	1,481,065	318,666	768,745	133,290	179,880	80,484
Iowa	969,801	108,114	637,547	24,185	137,521	62,434
Kansas	474,426	27,538	374,462	245	45,748	26,433
Kentucky	774,679	1,302	659,190	...	15,400	98,787
Louisiana	1,116,896	163,476	822,590	830	41,020	88,980
Maine	274,718	27,937	199,160	5,260	3,928	38,433
Maryland	1,199,885	97,743	743,499	314	157,159	201,170
Massachusetts	1,577,703	37,189	855,674	128,257	57,010	499,573(c)
Michigan	3,071,384	519,600	1,762,115	203,366	355,313	230,990
Minnesota	1,960,373	320,860	1,131,137	236,444	121,880	150,052
Mississippi	691,567	90,418	495,852	...	80,972	24,325
Missouri	812,678	5,913	666,388	8,348	56,852	75,177
Montana	215,838	14,428	143,541	756	6,786	50,327
Nebraska	347,780	99,598	118,133	14,934	66,628	48,487
Nevada	197,202	16,584	143,012	2,697	6,752	28,157
New Hampshire	105,117	33,891	39,308	...	6,209	25,709
New Jersey	2,162,892	250,741	1,187,997	528,716	28,893	166,545
New Mexico	461,088	81,674	354,484	...	11,339	13,591
New York	10,075,469	1,038,784	3,844,389	4,192,992	126,815	872,489(d)
North Carolina	1,960,984	86,005	1,319,678	314,830	32,017	208,454
North Dakota	177,804	19,386	116,957	6,036	24,172	11,253
Ohio	2,610,757	363,308	1,609,129	162,842	269,601	205,877
Oklahoma	631,479	7,770	488,329	3,854	90,463	41,063
Oregon	608,505	50,152	395,487	2,459	116,544	43,863
Pennsylvania	3,054,225	34,595	2,138,034	241,998	123,331	516,267(e)
Rhode Island	170,414	11,218	117,648	18,036	390	23,122
South Carolina	650,372	56,282	447,907	9	43,558	102,616
South Dakota	85,935	4,611	60,283	223	4,859	15,959
Tennessee	798,272	69,423	550,269	2,857	143,992	31,731
Texas	2,724,758	17,451	2,646,384	...	13,875	47,048
Utah	369,324	1,000	295,937	4,047	11,925	56,415
Vermont	97,068	136	60,523	3,922	5,883	26,604
Virginia	1,045,710	20,537	780,485	94,959	38,779	110,950
Washington	1,138,795	41,713	833,466	22,512	83,788	157,316
West Virginia	461,282	9,305	426,609	...	...	25,368
Wisconsin	2,149,735	701,598	752,346	369,678	150,235	175,878
Wyoming	150,624	39,573	77,577	1,214	11,828	20,432

*Source: U.S. Bureau of the Census, *State Government Finances in 1978*.

(a) Includes $331,526,000 health assistance payments.

(b) Includes $168,253,000 transportation aid and $63,788,000 sewerage and water pollution control assistance.

(c) Includes $171,413,000 transportation aid and $170,509,000 CETA assistance.

(d) Includes $245,644,000 health assistance, $85,499,000 rental subsidy payments, and $73,933,000 sewerage and water pollution grants.

(e) Includes $162,546,000 health assistance and $97,334,000 transportation assistance payments.

Table 5
STATE INTERGOVERNMENTAL EXPENDITURE, BY TYPE OF RECEIVING GOVERNMENT AND BY STATE: 1978*
(In thousands of dollars)

		Type of receiving government						
State	*Total intergovernmental expenditure*	*Federal*	*School districts*	*Counties*	*Municipalities*	*Townships and New England "towns"*	*Special districts*	*Combined and unallocable*
All states	$67,287,260	$1,472,378(a)	$32,010,086	$14,790,112	$11,953,506	$852,259	$683,249	$5,525,671
Alabama	856,355	...	664,073	88,443	28,291	...	...	75,548
Alaska	265,975	891	...	132,408	98,670	...	...	34,006
Arizona	814,662	1,241	545,270	128,082	132,664	...	80	7,325
Arkansas	505,103	356	340,258	83,251	59,642	...	300	21,296
California	9,905,969	887,352	4,268,335	3,707,798	890,876	...	122,646	28,962
Colorado	746,746	227	496,667	151,871	88,030	...	9,951	...
Connecticut	593,857	...	12,859	...	250,044	251,812	903	78,239
Delaware	183,973	825	139,104	21,518	18,190	...	...	4,336
Florida	2,235,987	2,295	1,765,287	230,461	228,944	...	709	8,291
Georgia	1,177,775	862	899,568	137,353	31,377	...	4,519	104,096
Hawaii	49,711	4,173	...	19,861	23,876	...	...	1,801
Idaho	225,063	721	152,213	33,525	11,281	...	4,513	22,810
Illinois	2,869,480	...	2,024,712	195,791	346,569	42,164	199,812	60,432
Indiana	1,481,065	2,444	768,745	184,485	113,260	...	4,114	408,017
Iowa	969,801	7,374	637,547	156,846	117,615	...	3,224	47,195
Kansas	474,426	1,283	374,462	50,395	35,580	1,104	3,126	8,476
Kentucky	774,679	...	659,190	72,395	22,511	...	6,575	14,008
Louisiana	1,116,896	872	822,590	123,014	46,256	...	1,984	122,180
Maine	274,718	4,568	...	21,051	141	...	...	248,958
Maryland	1,199,885	314	...	743,224	371,773	...	1,513	83,061
Massachusetts	1,577,703	117,199	...	4,061	9,065	748	171,388	1,275,242(b)
Michigan	3,071,384	60,770	1,762,115	537,443	524,859	76,070	415	109,712
Minnesota	1,960,373	1,043	1,127,004	474,690	267,891	31,429	11,151	47,165
Mississippi	691,567	26	495,250	111,821	84,470	...	...	...
Missouri	812,678	...	666,155	36,442	56,166	...	2,904	51,011
Montana	215,838	626	143,541	40,688	14,409	...	238	16,336
Nebraska	347,780	680	118,133	54,821	51,631	...	8,194	114,321
Nevada	197,202	3,731	142,888	32,976	15,665	...	240	1,702
New Hampshire	105,117	...	9,507	1,588	28,699	16,408	267	48,648
New Jersey	2,162,892	19,224	...	583,658	128,047	633	1,571	1,429,759(c)
New Mexico	461,088	...	354,484	16,242	86,351	...	254	3,757
New York	10,075,469	231,030	2,364,287	1,812,761	5,547,201	117,710	2,480	...
North Carolina	1,960,984	...	...	1,712,418	119,399	...	51	129,116
North Dakota	177,804	...	116,957	30,030	17,017	...	78	13,722
Ohio	2,610,757	837	1,516,934	458,919	127,220	26,465	985	479,397
Oklahoma	631,479	...	488,064	90,647	40,952	...	1,185	10,631
Oregon	608,505	313	395,487	149,103	56,411	...	3,251	3,940
Pennsylvania	3,054,225	66,130	2,138,034	367,879	257,272	62,507	105,156	57,247
Rhode Island	170,414	5,279	3,492	...	89,338	68,007	...	4,298
South Carolina	650,372	6	447,907	132,234	31,688	...	84	38,453
South Dakota	85,935	2,013	60,283	6,127	3,842	171	...	13,499
Tennessee	798,272	...	10,414	442,985	339,300	...	...	5,573
Texas	2,724,758	...	2,638,845	43,635	37,695	...	477	4,106
Utah	369,324	362	295,937	44,116	21,354	...	1,493	6,062
Vermont	97,068	3,922	60,523	...	3,295	8,037	339	20,952
Virginia	1,045,710	...	...	582,850	401,649	...	3,591	57,620
Washington	1,138,795	22,512	833,466	143,451	114,068	...	3,162	22,136
West Virginia	461,282	...	426,112	11,632	1,882	...	...	21,656
Wisconsin	2,149,735	20,570	745,810	556,779	519,881	148,994	26	157,675
Wyoming	150,624	307	77,577	28,344	41,199	...	299	2,898

Source: U.S. Bureau of the Census, *State Government Finances in 1978*.

(a) Includes $1,461,491,000 Supplemental Security Income payments (may not include additional transfers not separately identified by other states).

(b) Includes $855,674,000 education subsidies, $57,010,000 highway subsidies, and $170,509,000 Comprehensive Employment Act aid.

(c) Comprised primarily of education aid to independent school districts and to schools operated by cities and towns.

Section VIII

THE STATE PAGES

THE FOLLOWING section presents information on all the states of the United States, the District of Columbia, the Commonwealths of Puerto Rico and the Northern Mariana Islands, the Territories of American Samoa, Guam, and the Virgin Islands, the Federated States of Micronesia, and the Marshall Islands.*

Included are listings of various executive officials, the justices of the supreme courts, and officers of the legislatures. Lists of all officials are as of late 1979 or early 1980. Comprehensive listings of state legislators and other state officials are carried in other publications of the Council of State Governments. Concluding each state listing are population figures and other statistics provided by the U.S. Bureau of the Census.

Preceding the state pages are three tables. The first lists the official names of states, the state capitols with zip codes, and telephone numbers of state central switchboards. The second table presents certain historical data on all the states, commonwealths, and territories. The third table is a compilation of selected state statistics from the state pages.

---

*The Northern Mariana Islands, the Federated States of Micronesia, and the Marshall Islands had been administered by the United States as part of the Trust Territory of the Pacific Islands as a trusteeship for the United Nations since July 18, 1947. The Northern Mariana Islands separated themselves from the rest of TTPI in March 1976 and became a self-governing commonwealth on January 9, 1978. The Federated States of Micronesia approved a proposed constitution on July 12, 1978, and the constitution became effective May 10, 1979. The Marshall Islands approved a proposed constitution on March 1, 1979, and the constitution became effective May 1, 1979. The remaining area of TTPI, the district of Palau, adopted a proposed constitution (which gives the district the name of the Republic of Belau) on July 9, 1979, but the referendum is under litigation; pending action on appeals, the status of the referendum and the constitution is in question. Because these are recent developments, data on the tables in the main body of this publication refer, necessarily, to TTPI.

OFFICIAL NAMES OF STATES AND JURISDICTIONS, CAPITOLS, ZIP CODES, AND CENTRAL SWITCHBOARDS

State or other jurisdiction	*Name of state capitol building(a)*	*Capital city*	*Zip code*	*Area code*	*Central switchboard*
Alabama, State of	State Capitol	Montgomery	36130	205	832-6011
Alaska, State of	State Capitol	Juneau	99811	907	465-2111
Arizona, State of	State Capitol	Phoenix	85007	602	255-4900
Arkansas, State of	State Capitol	Little Rock	72201	501	371-3000
California, State of	State Capitol	Sacramento	95814	916	322-9900
Colorado, State of	State Capitol	Denver	80203	303	839-5000
Connecticut, State of	State Capitol	Hartford	06115	203	566-2211
Delaware, State of	Legislative Hall	Dover	19901	302	678-4000
Florida, State of	The Capitol	Tallahassee	32304	904	488-1234
Georgia, State of	State Capitol	Atlanta	30334	404	656-2000
Hawaii, State of	State Capitol	Honolulu	96813	808	548-2211
Idaho, State of	State Capitol	Boise	83720	208	384-2411
Illinois, State of	State House	Springfield	62706	217	782-2000
Indiana, State of	State House	Indianapolis	46204	317	232-1000
Iowa, State of	State Capitol	Des Moines	50319	515	281-5011
Kansas, State of	State House	Topeka	66612	913	296-0111
Kentucky, Commonwealth of	State Capitol	Frankfort	40601	502	564-2500
Louisiana, State of	State Capitol	Baton Rouge	70804	504	342-6600
Maine, State of	State House	Augusta	04333	207	289-1110
Maryland, State of	State House	Annapolis	21401	301	269-6200
Massachusetts, Commonwealth of	State House	Boston	02133	617	727-2121
Michigan, State of	State Capitol	Lansing	48909	517	373-1837
Minnesota, State of	State Capitol	St. Paul	55155	612	296-6013
Mississippi, State of	New Capitol	Jackson	39205	601	354-7011
Missouri, State of	State Capitol	Jefferson City	65101	314	751-2151
Montana, State of	State Capitol	Helena	59601	406	449-2511
Nebraska, State of	State Capitol	Lincoln	68509	402	471-2311
Nevada, State of	State Capitol	Carson City	89710	702	885-5000
New Hampshire, State of	State House	Concord	03301	603	271-1110
New Jersey, State of	State House	Trenton	08625	609	292-2121
New Mexico, State of	State Capitol	Santa Fe	87503	505	827-4011
New York, State of	State Capitol	Albany	12224	518	474-2121
North Carolina, State of	State Capitol	Raleigh	27611	919	733-1110
North Dakota, State of	State Capitol	Bismarck	58505	701	224-2000
Ohio, State of	State House	Columbus	43215	614	466-2000
Oklahoma, State of	State Capitol	Oklahoma City	73105	405	521-2011
Oregon, State of	State Capitol	Salem	97310	503	378-3131
Pennsylvania, Commonwealth of	The Capitol	Harrisburg	17120	717	787-2121
Rhode Island and Providence Plantations, State of	State House	Providence	02903	401	277-2000
South Carolina, State of	State House	Columbia	29211	803	758-0221
South Dakota, State of	State Capitol	Pierre	57501	605	773-3011
Tennessee, State of	State Capitol	Nashville	37219	615	741-3011
Texas, State of	State Capitol	Austin	78701	512	475-2323
Utah, State of	State Capitol	Salt Lake City	84114	801	533-4000
Vermont, State of	State House	Montpelier	05602	802	828-1110
Virginia, Commonwealth of	State Capitol	Richmond	23219	804	786-0000
Washington, State of	Legislative Building	Olympia	98504	206	753-5000
West Virginia, State of	State Capitol	Charleston	25305	304	348-3456
Wisconsin, State of	State Capitol	Madison	53702	608	266-2211
Wyoming, State of	State Capitol	Cheyenne	82002	307	777-7011
District of Columbia	District Building	Washington	20004	202	727-1000
American Samoa, Territory of	Maota Fono	Pago Pago	96799	...	633-4116
Federated States of Micronesia(b)	...	Ponape	96941	...	NCS
Guam, Territory of	Congress Building	Agana	96910	...	477-7821
Marshall Islands(b)	...	Marshall Islands	96960	...	NCS
Northern Mariana Is., Commonwealth of(b)	Civic Center	Saipan	96950	...	NCS
Puerto Rico, Commonwealth of	The Capitol	San Juan	00904	809	723-6040
Republic of Beleau(b)	...	Palau	96940	...	NCS
Virgin Islands, Territory of	Government House	Charlotte Amalie	00801	809	774-0001

NCS—No central switchboard.

(a) In some instances the name is not official.

(b) See page 633 for details.

THE STATES OF THE UNION—HISTORICAL DATA

State or other jurisdiction	Capital	Source of state lands	Date organized as territory	Date admitted to Union	Chronological order of admission to Union
Alabama	Montgomery	Mississippi Territory, 1798(a)	March 3, 1817	Dec. 14, 1819	22
Alaska	Juneau	Purchased from Russia, 1867	Aug. 24, 1912	Jan. 3, 1959	49
Arizona	Phoenix	Ceded by Mexico, 1848(b)	Feb. 24, 1863	Feb. 14, 1912	48
Arkansas	Little Rock	Louisiana Purchase, 1803	March 2, 1819	June 15, 1836	25
California	Sacramento	Ceded by Mexico, 1848	(c)	Sept. 9, 1850	31
Colorado	Denver	Louisiana Purchase, 1803(d)	Feb. 28, 1861	Aug. 1, 1876	38
Connecticut	Hartford	Fundamental Orders, Jan. 14, 1638; Royal charter, April 23, 1662(e)	...	Jan. 9, 1788(f)	5
Delaware	Dover	Swedish charter, 1638; English charter 1683(e)	...	Dec. 7, 1787(f)	1
Florida	Tallahassee	Ceded by Spain, 1819	March 30, 1822	March 3, 1845	27
Georgia	Atlanta	Charter, 1732, from George II to Trustees for Establishing the Colony of Georgia(e)	...	Jan. 2, 1788(f)	4
Hawaii	Honolulu	Annexed, 1898	June 14, 1900	Aug. 21, 1959	50
Idaho	Boise	Treaty with Britain, 1846	March 4, 1863	July 3, 1890	43
Illinois	Springfield	Northwest Territory, 1787	Feb. 3, 1809	Dec. 3, 1818	21
Indiana	Indianapolis	Northwest Territory, 1787	May 7, 1800	Dec. 11, 1816	19
Iowa	Des Moines	Louisiana Purchase, 1803	June 12, 1838	Dec. 28, 1846	29
Kansas	Topeka	Louisiana Purchase, 1803(d)	May 30, 1854	Jan. 29, 1861	34
Kentucky	Frankfort	Part of Virginia until admitted as state	(c)	June 1, 1792	15
Louisiana	Baton Rouge	Louisiana Purchase, 1803(g)	March 26, 1804	April 30, 1812	18
Maine	Augusta	Part of Massachusetts until admitted as state	(c)	March 15, 1820	23
Maryland	Annapolis	Charter, 1632, from Charles I to Calvert(e)	...	April 28, 1788(f)	7
Massachusetts	Boston	Charter to Massachusetts Bay Company, 1629(e)	...	Feb. 6, 1788(f)	6
Michigan	Lansing	Northwest Territory, 1787	Jan. 11, 1805	Jan. 26, 1837	26
Minnesota	St. Paul	Northwest Territory, 1787(h)	March 3, 1849	May 11, 1858	32
Mississippi	Jackson	Mississippi Territory(i)	April 7, 1798	Dec. 10, 1817	20
Missouri	Jefferson City	Louisiana Purchase, 1803	June 4, 1812	Aug. 10, 1821	24
Montana	Helena	Louisiana Purchase, 1803(j)	May 26, 1864	Nov. 8, 1889	41
Nebraska	Lincoln	Louisiana Purchase, 1803	May 30, 1854	March 1, 1867	37
Nevada	Carson City	Ceded by Mexico, 1848	March 2, 1861	Oct. 31, 1864	36
New Hampshire	Concord	Grants from Council for New England, 1622 and 1629. Made royal province, 1679(e)	...	June 21, 1788(f)	9
New Jersey	Trenton	Dutch settlement, 1618; English charter, 1664(e)	...	Dec. 18, 1787(f)	3
New Mexico	Santa Fe	Ceded by Mexico, 1848(b)	Sept. 9, 1850	Jan. 6, 1912	47
New York	Albany	Dutch settlement, 1623; English control, 1664(e)	...	July 26, 1788(f)	11
North Carolina	Raleigh	Charter, 1663, from Charles II(e)	...	Nov. 21, 1789(f)	12
North Dakota	Bismarck	Louisiana Purchase, 1803(k)	March 2, 1861	Nov. 2, 1889	39
Ohio	Columbus	Northwest Territory, 1787	May 7, 1800	March 1, 1803	17
Oklahoma	Oklahoma City	Louisiana Purchase, 1803	May 2, 1890	Nov. 16, 1907	46
Oregon	Salem	Settlement and treaty with Britain, 1846	Aug. 14, 1848	Feb. 14, 1859	33
Pennsylvania	Harrisburg	Grant from Charles II to William Penn, 1681(e)	...	Dec. 12, 1787(f)	2
Rhode Island	Providence	Charter, 1663, from Charles II(e)	...	May 29, 1790(f)	13
South Carolina	Columbia	Charter, 1663, from Charles II(e)	...	May 23, 1788(f)	8
South Dakota	Pierre	Louisiana Purchase, 1803	March 2, 1861	Nov. 2, 1889	40
Tennessee	Nashville	Part of North Carolina until land ceded to U.S. in 1789	June 8, 1790(l)	June 1, 1796	16
Texas	Austin	Republic of Texas, 1845	(c)	Dec. 29, 1845	28
Utah	Salt Lake City	Ceded by Mexico, 1848	Sept. 9, 1850	Jan. 4, 1896	45
Vermont	Montpelier	From lands of New Hampshire and New York	(c)	March 4, 1791	14
Virginia	Richmond	Charter, 1609, from James I to London Company(e)	...	June 25, 1788(f)	10
Washington	Olympia	Oregon Territory, 1848	March 2, 1853	Nov. 11, 1889	42
West Virginia	Charleston	Part of Virginia until admitted as state	(c)	June 20, 1863	35
Wisconsin	Madison	Northwest Territory, 1787	April 20, 1836	May 29, 1848	30
Wyoming	Cheyenne	Louisiana Purchase, 1803(d,j)	July 25, 1868	July 10, 1890	44
Dist. of Col.	...	Maryland(m)	...	...	...
American Samoa	Pago Pago	Became a territory, 1900			...
Federated States of Micronesia	Ponape	(o)	May 10, 1979	...	...
Guam	Agana	Ceded by Spain, 1898	Aug. 1, 1950	...	...
Marshall Islands	Marshall Islands	(o)	May 1, 1979	...	...
Northern Mariana Is.	Saipan	(o)	March 24, 1976	...	...
Puerto Rico	San Juan	Ceded by Spain, 1898	...	July 25, 1952(n)	...
Republic of Belau	Palau	(o)	(o)	...	...
Virgin Islands	Charlotte Amalie	Purchased from Denmark, March 31, 1917			...

(a) By the Treaty of Paris, 1783, England gave up claim to the 13 original Colonies, and to all land within an area extending along the present Canadian border to the Lake of the Woods, down the Mississippi River to the 31st parallel, east to the Chattahoochie, down that river to the mouth of the Flint, east to the source of the St. Mary's, down that river to the ocean. The major part of Alabama was acquired by the Treaty of Paris, and the lower portion from Spain in 1813.

(b) Portion of land obtained by Gadsden Purchase, 1853.

(c) No territorial status before admission to Union.

(d) Portion of land ceded by Mexico, 1848.

(e) One of the original 13 Colonies.

(f) Date of ratification of U.S. Constitution.

(g) West Feliciana District (Baton Rouge) acquired from Spain, 1810; added to Louisiana, 1812.

(h) Portion of land obtained by Louisiana Purchase, 1803.

(i) See footnote (a). The lower portion of Mississippi was also acquired from Spain in 1813.

(j) Portion of land obtained from Oregon Territory, 1848.

(k) The northern portion and the Red River Valley were acquired by treaty with Great Britain in 1818.

(l) Date Southwest Territory (identical boundary as Tennessee's) was created.

(m) Area was originally 100 square miles, taken from Virginia and Maryland. Virginia's portion south of the Potomac was given back to that state in 1846. Site chosen in 1790, city incorporated 1802.

(n) On this date Puerto Rico became a self-governing commonwealth by compact approved by the U.S. Congress and the voters of Puerto Rico as provided in U.S. Public Law 600 of 1950.

(o) See page 633 for details.

STATE STATISTICS*

State or other jurisdiction	*Land area in square miles*	*Rank in nation*	*Population*	*Rank in nation*	*Density per square mile*	*No. of representatives in Congress*	*Capital city*	*Population*	*Rank in state*	*Largest city*	*Population*
Alabama	50,708	28	3,691,000	21	72.8	7	Montgomery	156,300	3	Birmingham	282,400
Alaska	566,432	1	416,000	49	0.7	1	Juneau	19,100	3	Anchorage	181,700
Arizona	113,417	6	2,335,000	31	20.5	4	Phoenix	685,000	1	Phoenix	685,000
Arkansas	51,945	27	2,153,000	33	41.4	4	Little Rock	153,500	1	Little Rock	153,500
California	156,361	3	21,886,000	1	140.0	43	Sacramento	264,500	7	Los Angeles	2,761,200
Colorado	103,766	8	2,625,000	28	25.3	5	Denver	475,100	1	Denver	475,100
Connecticut	4,862	48	3,113,000	24	640.3	6	Hartford	130,000	2	Bridgeport	137,000
Delaware	1,982	49	582,000	47	293.6	1	Dover	23,000	3	Wilmington	72,900
Florida	54,090	26	8,466,000	8	156.5	15	Tallahassee	85,900	10	Jacksonville	527,800
Georgia	58,073	21	5,041,000	14	86.8	10	Atlanta	416,700	1	Atlanta	416,700
Hawaii	6,425	47	891,000	40	138.7	2	Honolulu(d)	717,900	1	Honolulu(d)	717,900
Idaho	82,677	11	856,000	41	10.4	2	Boise	107,700	1	Boise	107,700
Illinois	55,748	24	11,238,000	5	201.6	24	Springfield	87,500	5	Chicago	3,062,900
Indiana	36,097	38	5,350,000	12	148.2	11	Indianapolis	704,600	1	Indianapolis	704,600
Iowa	55,941	23	2,887,000	25	51.6	6	Des Moines	193,800	1	Des Moines	193,800
Kansas	81,787	13	2,321,000	32	28.4	5	Topeka	122,100	3	Wichita	268,000
Kentucky	39,650	37	3,468,000	23	87.5	7	Frankfort	23,500	9	Louisville	322,900
Louisiana	44,930	33	3,928,000	20	87.4	8	Baton Rouge	308,000	2	New Orleans	561,000
Maine	30,920	39	1,084,000	38	35.0	2	Augusta	21,000	6	Portla[illegible]	62,000
Maryland	9,891	42	4,137,000	18	418.3	8	Annapolis	33,000	5	Baltimore	804,000
Massachusetts	7,826	45	5,778,000	10	738.3	12	Boston	618,500	1	Boston	618,500
Michigan	56,817	22	9,185,000	7	161.7	19	Lansing	127,100	5	Detroit	1,289,900
Minnesota	79,289	14	4,019,000	19	50.7	8	St. Paul	266,000	2	Minneapolis	360,300
Mississippi	47,296	31	2,386,000	29	50.4	5	Jackson	190,500	1	Jackson	190,500
Missouri	68,995	18	4,822,000	15	69.9	10	Jefferson City	36,500	11	St. Louis	517,700
Montana	145,587	4	766,000	43	5.3	2	Helena	28,100	5	Billings	72,300
Nebraska	76,483	15	1,554,000	35	20.3	3	Lincoln	163,900	2	Omaha	365,700
Nevada	109,889	7	637,000	46	5.8	1	Carson City	27,700	5	Las Vegas	161,100
New Hampshire	9,027	44	853,000	42	94.5	2	Concord	29,000	3	Manchester	85,100
New Jersey	7,521	46	7,344,000	9	976.5	15	Trenton	97,000	5	Newark	324,100
New Mexico	121,412	5	1,196,000	37	9.9	2	Santa Fe	46,900	2	Albuquerque	291,200
New York	47,831	30	17,932,000	2	374.9	39	Albany	107,800	6	New York City	7,297,800
North Carolina	48,798	29	5,515,000	11	113.0	11	Raleigh	138,000	4	Charlotte	295,700
North Dakota	69,273	17	651,000	45	9.4	1	Bismarck	40,900	3	Fargo	57,400
Ohio	40,975	35	10,697,000	6	261.1	23	Columbus	532,300	2	Cleveland	609,200
Oklahoma	68,782	19	2,817,000	27	41.0	6	Oklahoma City	371,800	1	Oklahoma City	371,800
Oregon	96,184	10	2,385,000	30	24.8	4	Salem	83,700	3	Portland	384,000
Pennsylvania	44,966	32	11,804,000	4	262.5	25	Harrisburg	56,100	11	Philadelphia	1,778,000
Rhode Island	1,049	50	937,000	39	893.6	2	Providence	161,000	1	Providence	161,000
South Carolina	30,225	40	2,878,000	26	95.2	6	Columbia	110,900	1	Columbia	110,900
South Dakota	75,955	16	688,000	44	9.1	2	Pierre	12,000	7	Sioux Falls	74,900
Tennessee	41,328	34	4,292,000	17	103.9	8	Nashville	429,000	2	Memphis	668,400
Texas	262,134	2	12,808,000	3	48.9	24	Austin	323,300	6	Houston	1,555,000
Utah	82,096	12	1,270,000	36	15.5	2	Salt Lake City	167,400	1	Salt Lake City	167,400
Vermont	9,267	43	485,000	48	52.4	1	Montpelier	8,000	11	Burlington	38,500
Virginia	39,780	36	5,101,000	13	128.2	10	Richmond	223,200	13	Norfolk	282,000
Washington	66,570	20	3,680,000	22	55.3	7	Olympia	28,700	12	Seattle	488,900
West Virginia	24,070	41	1,853,000	34	77.0	4	Charleston	67,000	2	Huntington	69,600
Wisconsin	54,464	25	4,644,000	16	85.3	9	Madison	168,900	2	Milwaukee	653,400
Wyoming	97,203	9	406,000	50	4.2	1	Cheyenne	48,300	1	Cheyenne	48,300
Dist. of Col.	61	...	671,000(b)	...	11,000.0	1(a)	...	...	...	...	...
American Samoa	76	...	31,000(b)	...	409.2	...	Pago Pago	2,500(c)	...	N.A.	N.A.
Federated States of Micronesia	279	...	62,720(e)	...	224.8	...	Ponape	19,262	...	...	...
Guam	209	...	114,000(b)	...	559.7	1(a)	Agana	2,100(c)	...	Tamuning(c)	8,200(c)
Marshall Islands	70	...	22,888(f)	...	327.0	...	Marshall Is.	...	...	...	...
Northern Mariana Is.	184	...	17,000(b)	...	92.4	...	Saipan	8,000(c)	...	N.A.	N.A.
Puerto Rico	3,421	...	3,358,000(b)	...	981.6	1(a)	San Juan	452,800(c)	...	San Juan(c)	452,800(c)
Virgin Islands	132	...	96,000(b)	...	727.3	1(a)	Charlotte Amalie, St. Thomas	12,200(c)	...	N.A.	N.A.

---

*Population figures estimated by the Bureau of the Census for July 1, 1977.

(a) Delegate with committee voting privileges only.

(b) Estimated by the Bureau of the Census for July 1, 1978.

(c) Based on 1970 census statistics compiled by the Bureau of the Census.

(d) Honolulu County.

(e) Based on official census taken in 1973

(f) Estimated by Bureau of the Census for July 1, 1973.

Alabama

Nickname	The Heart of Dixie
Motto	*We Dare Defend Our Rights*
Flower	Camellia
Bird	Yellowhammer
Tree	Southern (Longleaf) Pine
Song	*Alabama*
Stone	Marble
Mineral	Hematite
Fish	Tarpon
Entered the Union	December 14, 1819
Capital City	Montgomery

SELECTED OFFICIALS

Governor	Forrest James
Lieutenant Governor	George D. H. McMillan, Jr.
Secretary of State	Don E. Siegelman
Attorney General	Charles Graddick

SUPREME COURT

C. C. Torbert, Jr., Chief Justice
Reneau P. Almon
Samuel A. Beatty
James N. Bloodworth
T. Eric Embry
James H. Faulkner
Richard L. Jones
Hugh Maddox
Janie L. Shores

LEGISLATURE

President of the Senate	George D. H. McMillan, Jr.
President Pro Tem of the Senate	Finis E. St. John III
Secretary of the Senate	McDowell Lee
Speaker of the House	Joe C. McCorquodale, Jr.
Speaker Pro Tem of the House	Richard S. Manley
Clerk of the House	John W. Pemberton

STATISTICS*

Land Area (square miles)	50,708
Rank in Nation	28th
Population	3,691,000
Rank in Nation	21st
Density per square mile	72.8
Number of Representatives in Congress	7
Capital City	Montgomery
Population	156,300
Rank in State	3rd
Largest City	Birmingham
Population	282,400
Number of Cities over 10,000 Population	38

---

*Estimated by Bureau of the Census for July 1, 1977.

Alaska

Motto	*North to the Future*
Flower	Forget-me-not
Bird	Willow Ptarmigan
Tree	Sitka Spruce
Song	*Alaska's Flag*
Gem	Jade
Fish	King Salmon
Purchased from Russia by the United States	March 30, 1867
Entered the Union	January 3, 1959
Capital City	Juneau

SELECTED OFFICIALS

Governor	Jay S. Hammond
Lieutenant Governor	Terry Miller
Attorney General	Avrum M. Gross

SUPREME COURT

Jay A. Rabinowitz, Chief Justice
Robert Boochever
Edmond W. Burke
Roger G. Connor
Warren Matthews

LEGISLATURE

President of the Senate	Clem V. Tillion
Majority Leader	Mike Colletta
Secretary of the Senate	Peggy Mulligan
Speaker of the House	Terry Gardiner
Majority Leader	Nels A. Anderson
Chief Clerk of the House	Irene Cashen

STATISTICS*

Land Area (square miles)	566,432
Rank in Nation	1st
Population	416,000
Rank in Nation	49th
Density per square mile	0.7
Number of Representatives in Congress	1
Capital City	Juneau
Population	19,100
Rank in State	3rd
Largest City	Anchorage
Population	181,700
Number of Cities over 10,000 Population	3

---

*Estimated by Bureau of the Census for July 1, 1977.

Arizona

Nickname	The Grand Canyon State
Motto	*Ditat Deus* (God Enriches)
Flower	Blossom of the Saguaro Cactus
Bird	Cactus Wren
Tree	Palo Verde
Song	*Arizona*
Gemstone	Turquoise
Entered the Union	February 14, 1912
Capital City	Phoenix

SELECTED OFFICIALS

Governor	Bruce Babbitt
Secretary of State	Rose Mofford
Attorney General	Bob Corbin

SUPREME COURT

James Duke Cameron, Chief Justice
Fred C. Struckmeyer, Jr., Vice Chief Justice
Frank X. Gordon, Jr.
Jack D. H. Hays
William A. Holohan

LEGISLATURE

President of the Senate	Leo Corbet
President Pro Tem of the Senate	James Mack
Secretary of the Senate	Shirley Wheaton
Speaker of the House	Frank Kelley
Speaker Pro Tem of the House	Sam McConnell
Chief Clerk of the House	Jane Richards

STATISTICS*

Land Area (square miles)	113,417
Rank in Nation	6th
Population	2,335,000
Rank in Nation	31st
Density per square mile	20.5
Number of Representatives in Congress	4
Capital City	Phoenix
Population	685,000
Rank in State	1st
Largest City	Phoenix
Population	685,000
Number of Cities over 10,000 Population	16

---

*Estimated by Bureau of the Census for July 1, 1977.

Arkansas

Nickname	The Land of Opportunity
Motto	*Regnat Populus* (The People Rule)
Flower	Apple Blossom
Bird	Mockingbird
Tree	Pine
Song	*Arkansas*
Stone	Diamond
Entered the Union	June 15, 1836
Capital City	Little Rock

SELECTED OFFICIALS

Governor	Bill Clinton
Lieutenant Governor	Joe Purcell
Secretary of State	Paul Riviere
Attorney General	Steve Clark

SUPREME COURT

Carleton Harris, Chief Justice
Conley Byrd
John Albert Fogleman
Darrell Hickman
Joseph Frank Holt
John I. Purtle
George Rose Smith

GENERAL ASSEMBLY

President of the Senate	Joe Purcell
President Pro Tem of the Senate	Knox Nelson
Secretary of the Senate	Lee Reaves
Speaker of the House	John E. Miller
Speakers Pro Tem of the House	W. H. Thompson
	Bobby L. Glover
	Jimmie D. McKissack
	B. G. Hendrix
Chief Clerk of the House	Mrs. Jim Childers

STATISTICS*

Land Area (square miles)	51,945
Rank in Nation	27th
Population	2,153,000
Rank in Nation	33rd
Density per square mile	41.4
Number of Representatives in Congress	4
Capital City	Little Rock
Population	153,500
Rank in State	1st
Largest City	Little Rock
Population	153,500
Number of Cities over 10,000 Population	27

---

*Estimated by Bureau of the Census for July 1, 1977.

California

Nickname	The Golden State
Motto	*Eureka* (I Have Found It)
Flower	Golden Poppy
Bird	California Valley Quail
Tree	California Redwood
Reptile	California Desert Tortoise
Song	*I Love You, California*
Stone	Serpentine
Mineral	Native Gold
Animal	California Grizzly Bear
Fish	California Golden Trout
Insect	California Dog-Face Butterfly
Marine Mammal	California Gray Whale
Fossil	Saber-Toothed Cat
Entered the Union	September 9, 1850
Capital City	Sacramento

SELECTED OFFICIALS

Governor	Edmund G. Brown, Jr.
Lieutenant Governor	Mike Curb
Secretary of State	March Fong Eu
Attorney General	George Deukmejian

SUPREME COURT

Rose Elizabeth Bird, Chief Justice
William P. Clark, Jr.
Wiley Manuel
Stanley Mosk
Frank C. Newman
Frank K. Richardson
Mathew O. Tobriner

LEGISLATURE

President of the Senate	Mike Curb
President Pro Tem of the Senate	James R. Mills
Secretary of the Senate	Darryl White
Speaker of the Assembly	Leo T. McCarthy
Speaker Pro Tem of the Assembly	John T. Knox
Chief Clerk of the Assembly	James D. Driscoll

STATISTICS*

Land Area (square miles)	156,361
Rank in Nation	3rd
Population	21,886,000
Rank in Nation	1st
Density per square mile	140.0
Number of Representatives in Congress	43
Capital City	Sacramento
Population	264,500
Rank in State	7th
Largest City	Los Angeles
Population	2,761,200
Number of Cities over 10,000 Population	243

---

*Estimated by Bureau of the Census for July 1, 1977.

Colorado

Nickname	The Centennial State
Motto	*Nil Sine Numine* (Nothing Without Providence)
Flower	Rocky Mountain Columbine
Bird	Lark Bunting
Tree	Colorado Bruce Spruce
Song	*Where the Columbines Grow*
Stone	Aquamarine
Animal	Rocky Mountain Bighorn Sheep
Entered the Union	August 1, 1876
Capital City	Denver

SELECTED OFFICIALS

Governor	Richard D. Lamm
Lieutenant Governor	Nancy Dick
Secretary of State	Mary E. Buchanan
Attorney General	John D. MacFarlane

SUPREME COURT

Paul V. Hodges, Chief Justice
Jean Dubofsky
William H. Erickson
James K. Groves
Robert B. Lee
George E. Lohr
Luis D. Rovira

GENERAL ASSEMBLY

President of the Senate	Fred E. Anderson
President Pro Tem of the Senate	Ruth S. Stockton
Secretary of the Senate	Marge L. Rutenbeck
Speaker of the House	Robert F. Burford
Chief Clerk of the House	Lorraine F. Lombardi

STATISTICS*

Land Area (square miles)	103,766
Rank in Nation	8th
Population	2,625,000
Rank in Nation	28th
Density per square mile	25.3
Number of Representatives in Congress	5
Capital City	Denver
Population	475,100
Rank in State	1st
Largest City	Denver
Population	475,100
Number of Cities over 10,000 Population	26

---

*Estimated by Bureau of the Census for July 1, 1977.

Connecticut

Nickname	The Constitution State
Motto	*Qui Transtulit Sustinet* (He Who Transplanted Still Sustains)
Animal	Sperm Whale
Flower	Mountain Laurel
Bird	American Robin
Tree	White Oak
Song	*Yankee Doodle*
Mineral	Garnet
Insect	Praying Mantis
Entered the Union	January 9, 1788
Capital City	Hartford

SELECTED OFFICIALS

Governor	Ella T. Grasso
Lieutenant Governor	William A. O'Neill
Secretary of State	Barbara B. Kennelly
Attorney General	Carl R. Ajello

SUPREME COURT

John P. Cotter, Chief Justice
John A. Speziale, Chief Court Administrator
Joseph W. Bogdanski
Alva P. Loiselle
Joseph S. Longo
Ellen A. Peters

GENERAL ASSEMBLY

President of the Senate	William A. O'Neill
President Pro Tem of the Senate	Joseph J. Fauliso
Clerk of the Senate	Donald Cassin
Speaker of the House	Ernest N. Abate
Deputy Speaker of the House	Robert F. Frankel
Clerk of the House	Thomas Clark

STATISTICS*

Land Area (square miles)	4,862
Rank in Nation	48th
Population	3,113,000
Rank in Nation	24th
Density per square mile	640.3
Number of Representatives in Congress	6
Capital City	Hartford
Population	130,000
Rank in State	2nd
Largest City	Bridgeport
Population	137,000
Number of Cities and Towns over 10,000 Population†	83

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes 61 towns over 10,000 population.

Delaware

Nickname	The First State
Motto	*Liberty and Independence*
Flower	Peach Blossom
Bird	Blue Hen Chicken
Tree	American Holly
Song	*Our Delaware*
Entered the Union	December 7, 1787
Capital City	Dover

SELECTED OFFICIALS

Governor	Pierre S. du Pont IV
Lieutenant Governor	James D. McGinnis
Secretary of State	Glenn Kenton
Attorney General	Richard S. Gebelein

SUPREME COURT

Daniel L. Herrmann, Chief Justice
William Duffy, Jr.
Henry R. Horsey
John J. McNeilly
William T. Quillen

GENERAL ASSEMBLY

President of the Senate	James D. McGinnis
President Pro Tem of the Senate	Richard S. Cordrey
Secretary of the Senate	Betty Jean Caniford
Speaker of the House	Robert W. Riddagh
Chief Clerk of the House	Janice Donovan

STATISTICS*

Land Area (square miles)	1,982
Rank in Nation	49th
Population	582,000
Rank in Nation	47th
Density per square mile	293.6
Number of Representatives in Congress	1
Capital City	Dover
Population	23,000
Rank in State	3rd
Largest City	Wilmington
Population	72,900
Number of Cities over 10,000 Population	3

---

*Estimated by Bureau of the Census for July 1, 1977.

Florida

Nickname	The Sunshine State
Motto	*In God We Trust*
Flower	Orange Blossom
Bird	Mockingbird
Tree	Sabal Palmetto Palm
Song	*Old Folks at Home*
Gem	Agatized Coral
Saltwater Mammal	Dolphin
Saltwater Fish	Atlantic Sailfish
Shell	Horse Conch
Beverage	Orange Juice
Entered the Union	March 3, 1845
Capital City	Tallahassee

SELECTED OFFICIALS

Governor	Robert Graham
Lieutenant Governor	Wayne Mixson
Secretary of State	George Firestone
Attorney General	Jim Smith

SUPREME COURT

Arthur J. England, Jr., Chief Justice
James C. Adkins, Jr.
James E. Alderman
Joseph A. Boyd, Jr.
Parker L. McDonald
Ben F. Overton
Alan C. Sundberg

LEGISLATURE

President of the Senate	Philip D. Lewis
President Pro Tem of the Senate	Dan Scarborough
Secretary of the Senate	William J. Brown

Speaker of the House	J. Hyatt Brown
Speaker Pro Tem of the House	Richard S. Hodes
Clerk of the House	Allen Morris

STATISTICS*

Land Area (square miles)	54,090
Rank in Nation	26th
Population	8,466,000
Rank in Nation	8th
Density per square mile	156.5
Number of Representatives in Congress	15
Capital City	Tallahassee
Population	85,900
Rank in State	10th
Largest City	Jacksonville
Population	527,800
Number of Cities over 10,000 Population	89

---

*Estimated by Bureau of the Census for July 1, 1977.

Georgia

Nickname	The Empire State of the South
Motto	*Wisdom, Justice and Moderation*
Flower	Cherokee Rose
Bird	Brown Thrasher
Tree	Live Oak
Song	*Georgia on My Mind*
Fish	Largemouth Bass
Entered the Union	January 2, 1788
Capital City	Atlanta

SELECTED OFFICIALS

Governor	George D. Busbee
Lieutenant Governor	Zell Miller
Secretary of State	David B. Poythress
Attorney General	Arthur K. Bolton

SUPREME COURT

H. E. Nichols, Chief Justice
Hiram K. Undercofler, Presiding Justice
Jesse G. Bowles
Harold G. Clarke
Harold N. Hill, Jr.
Robert H. Jordan
Tom O. Marshall

GENERAL ASSEMBLY

President of the Senate	Zell Miller
President Pro Tem of the Senate	Al Holloway
Secretary of the Senate	Hamilton McWhorter, Jr.

Speaker of the House	Thomas B. Murphy
Speaker Pro Tem of the House	Jack Connell
Clerk of the House	Glenn W. Ellard

STATISTICS*

Land Area (square miles)	58,073
Rank in Nation	21st
Population	5,041,000
Rank in Nation	14th
Density per square mile	86.8
Number of Representatives in Congress	10
Capital City	Atlanta
Population	416,700
Rank in State	1st
Largest City	Atlanta
Population	416,700
Number of Cities over 10,000 Population	43

---

*Estimated by Bureau of the Census for July 1, 1977.

Hawaii

Nickname	The Aloha State
Motto	*Ua Mau Ke Ea O Ka Aina I Ka Pono* (The Life of the Land Is Perpetuated in Righteousness)
Flower	Hibiscus
Bird	Hawaiian Goose
Tree	Candlenut
Song	*Hawaii Ponoi*
Entered the Union	August 21, 1959
Capital City	Honolulu

SELECTED OFFICIALS

Governor	George R. Ariyoshi
Lieutenant Governor	Jean King
Attorney General	Wayne Minami

SUPREME COURT

William S. Richardson, Chief Justice
Herman T. F. Lum
Benjamin Menor
Edward Nakamura
Thomas S. Ogata

LEGISLATURE

President of the Senate	Richard S. H. Wong
Vice President of the Senate	Duke T. Kawasaki
Clerk of the Senate	Seichi Hirai
Speaker	James Wakatsuki
Vice Speaker of the House	Daniel J. Kihano
Clerk of the House	George M. Takane

STATISTICS*

Land Area (square miles)	6,425
Rank in Nation	47th
Population	891,000
Rank in Nation	40th
Density per square mile	138.7
Number of Representatives in Congress	2
Capital City	Honolulu
Population (county & city)	717,900
Rank in State	1st
Largest City	Honolulu
Population (county & city)	717,900
Number of Cities over 10,000 Population	9

---

*Estimated by Bureau of the Census for July 1, 1977.

Idaho

Nickname	The Gem State
Motto	*Esto Perpetua* (It Is Perpetual)
Flower	Syringa
Bird	Mountain Bluebird
Tree	White Pine
Song	*Here We Have Idaho*
Gemstone	Star Garnet
Horse	Appaloosa
Entered the Union	July 3, 1890
Capital City	Boise

SELECTED OFFICIALS

Governor	John V. Evans
Lieutenant Governor	Philip E. Batt
Secretary of State	Pete T. Cenarrusa
Attorney General	David H. Leroy

SUPREME COURT

Charles R. Donaldson, Chief Justice
Robert E. Bakes
Stephen Bistline
Joseph J. McFadden
Allan G. Shepard

LEGISLATURE

President of the Senate	Philip E. Batt
President Pro Tem of the Senate	Reed W. Budge
Secretary of the Senate	Pat Harper
Speaker of the House	Ralph Olmstead
Chief Clerk of the House	Phyllis Watson

STATISTICS*

Land Area (square miles)	82,677
Rank in Nation	11th
Population	856,000
Rank in Nation	41st
Density per square mile	10.4
Number of Representatives in Congress	2
Capital City	Boise
Population	107,700
Rank in State	1st
Largest City	Boise
Population	107,700
Number of Cities over 10,000 Population	10

---

*Estimated by Bureau of the Census for July 1, 1977.

Illinois

Nickname	The Prairie State
Motto	*State Sovereignty-National Union*
Flower	Native Violet
Bird	Cardinal
Tree	White Oak
Song	*Illinois*
Mineral	Fluorite
Insect	Monarch Butterfly
Entered the Union	December 3, 1818
Capital City	Springfield

SELECTED OFFICIALS

Governor	James R. Thompson
Lieutenant Governor	Dave O'Neal
Secretary of State	Alan J. Dixon
Attorney General	William J. Scott

SUPREME COURT

Joseph H. Goldenhersh, Chief Justice
William G. Clark
Thomas E. Kluczynski
Thomas J. Moran
Howard C. Ryan
Robert C. Underwood
Daniel P. Ward

GENERAL ASSEMBLY

President of the Senate	Philip J. Rock
Secretary of the Senate	Kenneth A. Wright
Speaker of the House	William A. Redmond
Chief Clerk of the House	John F. O'Brien

STATISTICS*

Land Area (square miles)	55,748
Rank in Nation	24th
Population	11,238,000
Rank in Nation	5th
Density per square mile	201.6
Number of Representatives in Congress	24
Capital City	Springfield
Population	87,500
Rank in State	5th
Largest City	Chicago
Population	3,062,900
Number of Cities over 10,000 Population	171

---

*Estimated by Bureau of the Census for July 1, 1977.

Indiana

Nickname	The Hoosier State
Motto	*Crossroads of America*
Flower	Peony
Bird	Cardinal
Tree	Tulip Poplar
Song	*On the Banks of the Wabash, Far Away*
Stone	Limestone
Entered the Union	December 11, 1816
Capital City	Indianapolis

SELECTED OFFICIALS

Governor	Otis R. Bowen
Lieutenant Governor	Robert D. Orr
Secretary of State	Edwin J. Simcox
Attorney General	Theodore L. Sendak

SUPREME COURT

Richard M. Givan, Chief Justice
Roger O. DeBruler
Donald H. Hunter
Alfred J. Pivarnik
Dixon W. Prentice

GENERAL ASSEMBLY

President of the Senate	Robert D. Orr
President Pro Tem of the Senate	Martin K. Edwards
Secretary of the Senate	Sandra B. Culp
Speaker of the House	Kermit O. Burrous
Speaker Pro Tem of the House	John J. Thomas
Principal Clerk of the House	Sharon Cummins Thuma

STATISTICS*

Land Area (square miles)	36,097
Rank in Nation	38th
Population	5,350,000
Rank in Nation	12th
Density per square mile	148.2
Number of Representatives in Congress	11
Capital City	Indianapolis
Population	704,600
Rank in State	1st
Largest City	Indianapolis
Population	704,600
Number of Cities over 10,000 Population	61

---

*Estimated by Bureau of the Census for July 1, 1977.

Iowa

Nickname	The Hawkeye State
Motto	*Our Liberties We Prize and Our Rights We Will Maintain*
Flower	Wild Rose
Bird	Eastern Goldfinch
Tree	Oak
Song	*The Song of Iowa*
Stone	Geode
Insect	Ladybug
Entered the Union	December 28, 1846
Capital City	Des Moines

SELECTED OFFICIALS

Governor	Robert D. Ray
Lieutenant Governor	Terry E. Branstad
Secretary of State	Melvin D. Synhorst
Attorney General	Thomas J. Miller

SUPREME COURT

W. Ward Reynoldson, Chief Justice
Robert G. Albee
K. David Harris
Jerry L. Larson
Clay LeGrand
Mark McCormick
A. A. McGiverin
Warren J. Rees
Harvey Uhlenhopp

GENERAL ASSEMBLY

President of the Senate	Terry E. Branstad
President Pro Tem of the Senate	W. R. Hansen
Secretary of the Senate	Frank Stork
Speaker of the House	Floyd H. Millen
Speaker Pro Tem of the House	William H. Harbor
Chief Clerk of the House	David Wray

STATISTICS*

Land Area (square miles)	55,941
Rank in Nation	23rd
Population	2,887,000
Rank in Nation	25th
Density per square mile	51.6
Number of Representatives in Congress	6
Capital City	Des Moines
Population	193,800
Rank in State	1st
Largest City	Des Moines
Population	193,800
Number of Cities over 10,000 Population	29

---

*Estimated by Bureau of the Census for July 1, 1977.

Kansas

Nickname	The Sunflower State
Motto	*Ad Astra per Aspera* (To the Stars through Difficulties)
Flower	Native Sunflower
Bird	Western Meadowlark
Tree	Cottonwood
Song	*Home on the Range*
Animal	American Buffalo
Insect	Honeybee
Entered the Union	January 29, 1861
Capital City	Topeka

SELECTED OFFICIALS

Governor	John Carlin
Lieutenant Governor	Paul V. Dugan
Secretary of State	Jack H. Brier
Attorney General	Robert T. Stephan

SUPREME COURT

Alfred G. Schroeder, Chief Justice
Alex M. Fromme
Harold Herd
Richard W. Holmes
Kay McFarland
Robert H. Miller
David Prager

LEGISLATURE

President of the Senate	Ross O. Doyen
Vice President of the Senate	Robert V. Talkington
Secretary of the Senate	Lu Kenney
Speaker of the House	Wendell Lady
Speaker Pro Tem of the House	Bob Arbuthnot
Chief Clerk of the House	Geneva Seward

STATISTICS*

Land Area (square miles)	81,787
Rank in Nation	13th
Population	2,321,000
Rank in Nation	32nd
Density per square mile	28.4
Number of Representatives in Congress	5
Capital City	Topeka
Population	122,100
Rank in State	3rd
Largest City	Wichita
Population	268,000
Number of Cities over 10,000 Population	34

---

*Estimated by Bureau of the Census for July 1, 1977.

Kentucky

Nickname	The Bluegrass State
Motto	*United We Stand, Divided We Fall*
Flower	Goldenrod
Bird	Cardinal
Tree	Coffee Tree
Song	*My Old Kentucky Home*
Entered the Union	June 1, 1792
Capital City	Frankfort

SELECTED OFFICIALS

Governor	John Y. Brown, Jr.
Lieutenant Governor	Martha Layne Collins
Secretary of State	Frances Jones Mills
Attorney General	Steven L. Beshear

SUPREME COURT

John S. Palmore, Chief Justice
J. Calvin Aker
Boyce G. Clayton
Robert O. Lukowsky
Robert F. Stephens
James B. Stephenson
Marvin J. Sternberg

GENERAL ASSEMBLY

President of the Senate	Martha Layne Collins
President Pro Tem of the Senate	Joseph W. Prather
Chief Clerk of the Senate	Marjorie Wagoner

Speaker of the House	William G. Kenton
Speaker Pro Tem of the House	C. M. Hancock
Chief Clerk of the House	Sara Bell

STATISTICS*

Land Area (square miles)	39,650
Rank in Nation	37th
Population	3,468,000
Rank in Nation	23rd
Density per square mile	87.5
Number of Representatives in Congress	7
Capital City	Frankfort
Population	23,500
Rank in State	9th
Largest City	Louisville
Population	322,900
Number of Cities over 10,000 Population	27

---

*Estimated by Bureau of the Census for July 1, 1977.

Louisiana

Nickname	The Pelican State
Motto	*Union, Justice and Confidence*
Flower	Magnolia
Bird	Eastern Brown Pelican
Tree	Cypress
Songs	*Give Me Louisiana* and *You Are My Sunshine*
Entered the Union	April 30, 1812
Capital City	Baton Rouge

SELECTED OFFICIALS

Governor	David C. Treen
Lieutenant Governor	Robert L. Freeman
Secretary of State	James H. Brown
Attorney General	William J. Guste, Jr.

SUPREME COURT

John A. Dixon, Jr., Chief Justice
Fred S. Blanche, Jr.
Pascal F. Calogero, Jr.
James L. Dennis
Walter F. Marcus, Jr.
Jack C. Watson
(Vacancy)

LEGISLATURE

President of the Senate	Michael H. O'Keefe
President Pro Tem of the Senate	Samuel Nunez
Secretary of the Senate	Michael S. Baer

Speaker of the House	John J. Hainkel
Speaker Pro Tem of the House	Frank P. Simoneaux
Clerk of the House	David R. Poynter

STATISTICS*

Land Area (square miles)	44,930
Rank in Nation	33rd
Population	3,928,000
Rank in Nation	20th
Density per square mile	87.4
Number of Representatives in Congress	8
Capital City	Baton Rouge
Population (metro area)	308,000
Rank in State	2nd
Largest City	New Orleans
Population	561,000
Number of Cities over 10,000 Population	32

---

*Estimated by Bureau of the Census for July 1, 1977.

Maine

Nickname	The Pine Tree State
Motto	*Dirigo* (I Direct)
Flower	White Pine Cone and Tassel
Bird	Chickadee
Tree	Eastern White Pine
Song	*State of Maine Song*
Mineral	Tourmaline
Fish	Landlocked Salmon
Insect	Honeybee
Animal	Moose
Entered the Union	March 15, 1820
Capital City	Augusta

SELECTED OFFICIALS

Governor	Joseph E. Brennan
Secretary of State	Rodney S. Quinn
Attorney General	Richard S. Cohen

SUPREME JUDICIAL COURT

Vincent L. McKusick, Chief Justice
Harry P. Glassman
Edward S. Godfrey
David A. Nichols
David G. Roberts
Sidney W. Wernick
(Vacancy)

LEGISLATURE

President of the Senate	Joseph Sewall
Secretary of the Senate	May M. Ross
Speaker of the House	John L. Martin
Clerk of the House	Edwin H. Pert

STATISTICS*

Land Area (square miles)	30,920
Rank in Nation	39th
Population	1,084,000
Rank in Nation	38th
Density per square mile	35.0
Number of Representatives in Congress	2
Capital City	Augusta
Population	21,000
Rank in State	6th
Largest City	Portland
Population	62,000
Number of Cities and Towns over 10,000 Population†	16

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes four towns over 10,000 population.

Maryland

Nickname	The Old Line State
Motto	*Fatti Maschii, Parole Femine* (Manly Deeds, Womanly Words)
Flower	Black-eyed Susan
Bird	Baltimore Oriole
Tree	White Oak
Song	*Maryland, My Maryland*
Animal	Chesapeake Bay Retriever
Fish	Striped Bass
Entered the Union	April 28, 1788
Capital City	Annapolis

SELECTED OFFICIALS

Governor	Harry R. Hughes
Lieutenant Governor	Samuel W. Bogley
Secretary of State	Fred L. Wineland
Attorney General	Stephen H. Sachs

COURT OF APPEALS

Robert C. Murphy, Chief Judge
Harry A. Cole
Rita C. Davidson
J. Dudley Digges
John C. Eldridge
Laurence Rodowsky
Marvin H. Smith

GENERAL ASSEMBLY

President of the Senate	James Clark, Jr.
President Pro Tem of the Senate	Frederick C. Malkus, Jr.
Secretary of the Senate	Oden Bowie
Speaker of the House	Benjamin L. Cardin
Speaker Pro Tem of the House	Daniel J. Minnick, Jr.
Chief Clerk of the House	Jacqueline M. Spell

STATISTICS*

Land Area (square miles)	9,891
Rank in Nation	42nd
Population	4,137,000
Rank in Nation	18th
Density per square mile	418.3
Number of Representatives in Congress	8
Capital City	Annapolis
Population	33,000
Rank in State	5th
Largest City	Baltimore
Population	804,000
Number of Cities over 10,000 Population	17

---

*Estimated by Bureau of the Census for July 1, 1977.

Massachusetts

Nickname	The Bay State
Motto	*Ense Petit Placidam Sub Libertate Quietem* (By the Sword We Seek Peace, but Peace Only under Liberty)
Flower	Mayflower
Bird	Chickadee
Tree	American Elm
Song	*All Hail to Massachusetts*
Fish	Cod
Entered the Union	February 6, 1788
Capital City	Boston

SELECTED OFFICIALS

Governor	Edward J. King
Lieutenant Governor	Thomas P. O'Neill III
Secretary of the Commonwealth	Michael J. Connolly
Attorney General	Francis X. Bellotti

SUPREME JUDICIAL COURT

Edward F. Hennessey, Chief Justice
Ruth Abrams
Robert Braucher
Benjamin Kaplan
Paul J. Liacos
Francis J. Quirico
Herbert P. Wilkins

GENERAL COURT

President of the Senate	William M. Bulger
Clerk of the Senate	Edward B. O'Neill
Speaker of the House	Thomas W. McGee
Clerk of the House	Wallace C. Mills

STATISTICS*

Land Area (square miles)	7,826
Rank in Nation	45th
Population	5,778,000
Rank in Nation	10th
Density per square mile	738.3
Number of Representatives in Congress	12
Capital City	Boston
Population	618,500
Rank in State	1st
Largest City	Boston
Population	618,500
Number of Cities and Towns over 10,000 Population†	152

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes 113 towns over 10,000 population.

Michigan

Nickname	The Wolverine State
Motto	*Si Quaeris Peninsulam Amoenam Circumspice* (If You Seek a Pleasant Peninsula, Look About You)
Flower	Apple Blossom
Bird	Robin
Tree	White Pine
Song	*Michigan, My Michigcn*
Stone	Petoskey Stone
Gem	Chlorastrolite
Fish	Trout
Entered the Union	January 26, 1837
Capital City	Lansing

SELECTED OFFICIALS

Governor	William G. Milliken
Lieutenant Governor	James H. Brickley
Secretary of State	Richard H. Austin
Attorney General	Frank J. Kelley

SUPREME COURT

Mary S. Coleman, Chief Justice
John W. Fitzgerald
Thomas G. Kavanagh
Charles L. Levin
Blair Moody, Jr.
James L. Ryan
G. Mennen Williams

LEGISLATURE

President of the Senate	James H. Brickley
President Pro Tem of the Senate	Jack Faxon
Secretary of the Senate	William C. Kandler
Speaker of the House	Bobby D. Crim
Speaker Pro Tem of the House	Matthew McNeely
Clerk of the House	T. Thomas Thatcher

STATISTICS*

Land Area (square miles)	56,817
Rank in Nation	22nd
Population	9,185,000
Rank in Nation	7th
Density per square mile	161.7
Number of Representatives in Congress	19
Capital City	Lansing
Population	127,100
Rank in State	5th
Largest City	Detroit
Population	1,289,900
Number of Cities over 10,000 Population	88

---

*Estimated by Bureau of the Census for July 1, 1977.

Minnesota

Nickname	The North Star State
Motto	*L'Etoile du Nord* (The Star of the North)
Flower	Pink and White Lady's-Slipper
Bird	Common Loon
Tree	Red Pine
Song	*Hail! Minnesota*
Gemstone	Lake Superior Agate
Fish	Walleye
Grain	Wild Rice
Entered the Union	May 11, 1858
Capital City	St. Paul

SELECTED OFFICIALS

Governor	Albert H. Quie
Lieutenant Governor	Lou Wangberg
Secretary of State	Joan A. Growe
Attorney General	Warren Spannaus

SUPREME COURT

Robert J. Sheran, Chief Justice
Fallon Kelly
James C. Otis
C. Donald Peterson
Walter F. Rogosheske
George M. Scott
John J. Todd
Rosalie Wahl
Lawrence R. Yetka

LEGISLATURE

President of the Senate	Edward J. Gearty
Secretary of the Senate	Patrick E. Flahaven
Speaker of the House	Fred Norton
Chief Clerk of the House	Edward A. Burdick

STATISTICS*

Land Area (square miles)	79,289
Rank in Nation	14th
Population	4,019,000
Rank in Nation	19th
Density per square mile	50.7
Number of Representatives in Congress	8
Capital City	St. Paul
Population	266,000
Rank in State	2nd
Largest City	Minneapolis
Population	360,300
Number of Cities over 10,000 Population	63

---

*Estimated by Bureau of the Census for July 1, 1977.

Mississippi

Nickname	The Magnolia State
Motto	*Virtute et Armis* (By Valor and Arms)
Flower	Magnolia
Bird	Mockingbird
Tree	Magnolia
Song	*Go, Mississippi*
Entered the Union	December 10, 1817
Capital City	Jackson

SELECTED OFFICIALS

Governor	William Winter
Lieutenant Governor	Brad Dye
Secretary of State	Ed Pittman
Attorney General	Bill Allain

SUPREME COURT

Neville Patterson, Chief Justice
L. A. Smith, Jr., Presiding Justice
Stokes V. Robertson, Jr., Presiding Justice
Francis S. Bowling
Vernon Broom
Kermit R. Cofer
Roy Noble Lee
R. P. Sugg
Harry G. Walker

LEGISLATURE

President of the Senate	Brad Dye
President Pro Tem of the Senate	William B. Alexander
Secretary of the Senate	Charlie Griffin
Speaker of the House	C. B. Newman
Clerk of the House	Charles Jackson

STATISTICS*

Land Area (square miles)	47,296
Rank in Nation	31st
Population	2,386,000
Rank in Nation	29th
Density per square mile	50.4
Number of Representatives in Congress	5
Capital City	Jackson
Population	190,500
Rank in State	1st
Largest City	Jackson
Population	190,500
Number of Cities over 10,000 Population	27

---

*Estimated by Bureau of the Census for July 1, 1977.

Missouri

Nickname	The Show Me State
Motto	*Salus Populi Suprema Lex Esto* (The Welfare of the People Shall Be the Supreme Law)
Flower	Hawthorn
Bird	Bluebird
Tree	Dogwood
Song	*Missouri Waltz*
Stone	Mozarkite
Entered the Union	August 10, 1821
Capital City	Jefferson City

SELECTED OFFICIALS

Governor	Joseph P. Teasdale
Lieutenant Governor	William C. Phelps
Secretary of State	James C. Kirkpatrick
Attorney General	John D. Ashcroft

SUPREME COURT

John E. Bardgett, Chief Justice
Robert T. Donnelly
Andrew J. Higgins
J. P. Morgan
Albert L. Rendlen
Robert E. Seiler
Warren D. Welliver

GENERAL ASSEMBLY

President of the Senate	William C. Phelps
President Pro Tem of the Senate	Norman L. Merrell
Secretary of the Senate	Vinita Ramsey
Speaker of the House	Kenneth J. Rothman
Speaker Pro Tem of the House	Bob Griffin
Chief Clerk of the House	Dwight Fine

STATISTICS*

Land Area (square miles)	68,995
Rank in Nation	18th
Population	4,822,000
Rank in Nation	15th
Density per square mile	69.9
Number of Representatives in Congress	10
Capital City	Jefferson City
Population	36,500
Rank in State	11th
Largest City	St. Louis
Population	517,700
Number of Cities over 10,000 Population	52

---

*Estimated by Bureau of the Census for July 1, 1977.

Montana

Nickname	The Treasure State
Motto	*Oro y Plata* (Gold and Silver)
Flower	Bitterroot
Bird	Western Meadowlark
Tree	Ponderosa Pine
Song	*Montana*
Stones	Sapphire and Agate
Fish	Blackspotted Cutthroat Trout
Grass	Bluebunch Wheatgrass
Entered the Union	November 8, 1889
Capital City	Helena

SELECTED OFFICIALS

Governor	Thomas L. Judge
Lieutenant Governor	Ted Schwinden
Secretary of State	Frank Murray
Attorney General	Mike Greely

SUPREME COURT

Frank I. Haswell, Chief Justice
Gene B. Daly
John C. Harrison
Daniel J. Shea
John Sheehy

LEGISLATURE

President of the Senate	William Mathers
President Pro Tem of the Senate	Allen Kolstad
Secretary of the Senate	Dennis Casey
Speaker of the House	Harold Gerke
Speaker Pro Tem of the House	Joe Brand
Chief Clerk of the House	Martha McGee

STATISTICS*

Land Area (square miles)	145,587
Rank in Nation	4th
Population	766,000
Rank in Nation	43rd
Density per square mile	5.3
Number of Representatives in Congress	2
Capital City	Helena
Population	28,100
Rank in State	5th
Largest City	Billings
Population	72,300
Number of Cities over 10,000 Population	9

---

*Estimated by Bureau of the Census for July 1, 1977.

Nebraska

Nickname	The Cornhusker State
Motto	*Equality Before the Law*
Flower	Goldenrod
Bird	Western Meadowlark
Tree	Cottonwood
Song	*Beautiful Nebraska*
Gemstone	Blue Agate
Fossil	Mammoth
Grass	Little Blue Stem
Insect	Honeybee
Rock	Chalcedony Stone
Entered the Union	March 1, 1867
Capital City	Lincoln

SELECTED OFFICIALS

Governor	Charles Thone
Lieutenant Governor	Roland A. Luedtke
Secretary of State	Allen J. Beermann
Attorney General	Paul L. Douglas

SUPREME COURT

Norman Krivosha, Chief Justice
Leslie Boslaugh
Donald Brodkey
Lawrence M. Clinton
William C. Hastings
Hale McCown
C. Thomas White

LEGISLATURE

President of the Legislature	Roland A. Luedtke
Speaker of the Legislature	Richard D. Marvel
Chairman of Executive Board, Legislative Council	Frank L. Lewis
Vice Chairman of Executive Board, Legislative Council	John DeCamp
Clerk of the Legislature	Patrick O'Donnell

STATISTICS*

Land Area (square miles)	76,483
Rank in Nation	15th
Population	1,554,000
Rank in Nation	35th
Density per square mile	20.3
Number of Representatives in Congress	3
Capital City	Lincoln
Population	163,900
Rank in State	2nd
Largest City	Omaha
Population	365,700
Number of Cities over 10,000 Population	13

---

*Estimated by Bureau of the Census for July 1, 1977.

Nevada

Nickname	The Silver State
Motto	*All for Our Country*
Flower	Sagebrush
Bird	Mountain Bluebird
Tree	Single-leaf Pinon
Song	*Home Means Nevada*
Animal	Desert Bighorn Sheep
Metal	Silver
Grass	Indian Rice Grass
Fossil	Ichthyosaur
Entered the Union	October 31, 1864
Capital City	Carson City

SELECTED OFFICIALS

Governor	Robert F. List
Lieutenant Governor	Myron E. Leavitt
Secretary of State	William D. Swackhamer
Attorney General	Richard H. Bryan

SUPREME COURT

John C. Mowbray, Chief Justice
Cameron M. Batjer
E. M. Gunderson
Noel E. Manoukian
Gordon Thompson

LEGISLATURE

President of the Senate	Myron E. Leavitt
President Pro Tem of the Senate	Floyd R. Lamb
Secretary of the Senate	Leola H. Armstrong
Speaker of the Assembly	Paul W. May
Speaker Pro Tem of the Assembly	Robert R. Barengo
Chief Clerk of the Assembly	Mouryne Landing

STATISTICS*

Land Area (square miles)	109,889
Rank in Nation	7th
Population	637,000
Rank in Nation	46th
Density per square mile	5.8
Number of Representatives in Congress	1
Capital City	Carson City
Population	27,000
Rank in State	5th
Largest City	Las Vegas
Population	161,100
Number of Cities over 10,000 Population	6

---

*Estimated by Bureau of the Census for July 1, 1977.

New Hampshire

Nickname	The Granite State
Motto	*Live Free or Die*
Flower	Purple Lilac
Bird	Purple Finch
Tree	White Birch
Song	*Old New Hampshire*
Insect	Ladybug
Entered the Union	June 21, 1788
Capital City	Concord

SELECTED OFFICIALS

Governor	Hugh J. Gallen
Secretary of State	William H. Gardner
Attorney General	Thomas D. Rath

SUPREME COURT

William A. Grimes, Chief Justice
Maurice P. Bois
David A. Brock
Charles G. Douglas III
John W. King

GENERAL COURT

President of the Senate	Robert B. Monier
Vice President of the Senate	Louis E. Bergeron
Clerk of the Senate	Wilmont S. White
Speaker of the House	George B. Roberts, Jr.
Clerk of the House	James A. Chandler

STATISTICS*

Land Area (square miles)	9,027
Rank in Nation	44th
Population	853,000
Rank in Nation	42nd
Density per square mile	94.5
Number of Representatives in Congress	2
Capital City	Concord
Population	29,000
Rank in State	3rd
Largest City	Manchester
Population	85,100
Number of Cities and Towns over 10,000 Population†	19

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes 8 towns over 10,000 population.

New Jersey

Nickname	The Garden State
Motto	*Liberty and Prosperity*
Flower	Purple Violet
Bird	Eastern Goldfinch
Tree	Red Oak
Bug	Honeybee
Animal	Horse
Entered the Union	December 18, 1787
Capital City	Trenton

SELECTED OFFICIALS

Governor	Brendan T. Byrne
Secretary of State	Donald Lan
Attorney General	John J. Degnan

SUPREME COURT

Robert N. Wileutz, Chief Justice
Robert L. Clifford
Alan B. Handler
Morris Pashman
Stewart G. Pollock
Sidney M. Schreiber
Mark A. Sullivan

LEGISLATURE

President of the Senate	Joseph P. Merlino
President Pro Tem of the Senate	Matthew Feldman
Secretary of the Senate	Robert E. Gladden
Speaker of the Assembly	Christopher J. Jackman
Speaker Pro Tem of the Assembly	Thomas J. Deverin
Clerk of the Assembly	John J. Miller, Jr.

STATISTICS*

Land Area (square miles)	7,521
Rank in Nation	46th
Population	7,344,000
Rank in Nation	9th
Density per square mile	976.5
Number of Representatives in Congress	15
Capital City	Trenton
Population	97,000
Rank in State	5th
Largest City	Newark
Population	324,100
Number of Cities and Townships over 10,000 Population†	212

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes 99 townships over 10,000 population.

New Mexico

Nickname	The Land of Enchantment
Motto	*Crescit Eundo* (It Grows As It Goes)
Flower	Yucca
Bird	Roadrunner
Tree	Pinon
Songs	*Asi es Nuevo Mexico* and *O, Fair New Mexico*
Gem	Turquoise
Animal	Black Bear
Fish	Cutthroat Trout
Entered the Union	January 6, 1912
Capital City	Santa Fe

SELECTED OFFICIALS

Governor	Bruce King
Lieutenant Governor	Roberto A. Mondragon
Secretary of State	Shirley Hooper
Attorney General	Jeff Bingaman

SUPREME COURT

Dan Sosa, Jr., Chief Justice
Mack Easley
William R. Federici
Edward Felter
H. Vern Payne

LEGISLATURE

President of the Senate	Roberto A. Mondragon
President Pro Tem of the Senate	I. M. Smalley
Chief Clerk of the Senate	Juanita Pino
Speaker of the House	C. Gene Samberson
Chief Clerk of the House	Albert Romero

STATISTICS*

Land Area (square miles)	121,412
Rank in Nation	5th
Population	1,196,000
Rank in Nation	37th
Density per square mile	9.9
Number of Representatives in Congress	2
Capital City	Santa Fe
Population	46,900
Rank in State	2nd
Largest City	Albuquerque
Population	291,200
Number of Cities over 10,000 Population	15

---

*Estimated by Bureau of the Census for July 1, 1977.

New York

Nickname	The Empire State
Motto	*Excelsior* (Ever Upward)
Flower	Rose
Bird	Bluebird
Tree	Sugar Maple
Gem	Garnet
Animal	American Beaver
Fish	Brook Trout
Entered the Union	July 26, 1788
Capital City	Albany

SELECTED OFFICIALS

Governor	Hugh L. Carey
Lieutenant Governor	Mario M. Cuomo
Secretary of State	Basil A. Patterson
Attorney General	Robert Abrams

COURT OF APPEALS

Lawrence H. Cooke, Chief Judge
Jacob D. Fuchsberg
Domenick L. Gabrielli
Matthew J. Jasen
Hugh R. Jones
Bernard S. Meyer
Sol Wachtler

LEGISLATURE

President of the Senate	Mario M. Cuomo
President Pro Tem of the Senate	Warren M. Anderson
Secretary of the Senate	Roger Thompson
Speaker of the Assembly	Stanley Fink
Speaker Pro Tem of the Assembly	William Passannante
Clerk of the Assembly	Catherine A. Carey

STATISTICS*

Land Area (square miles)	47,831
Rank in Nation	30th
Population	17,932,000
Rank in Nation	2nd
Density per square mile	374.9
Number of Representatives in Congress	39
Capital City	Albany
Population	107,800
Rank in State	6th
Largest City	New York City
Population	7,297,800
Number of Cities over 10,000 Population	89

---

*Estimated by Bureau of the Census for July 1, 1977.

North Carolina

Nickname	The Tar Heel State
Motto	*Esse Quam Videri* (To Be Rather Than to Seem)
Flower	Dogwood
Bird	Cardinal
Tree	Pine
Song	*The Old North State*
Mammal	Gray Squirrel
Fish	Channel Bass
Reptile	Turtle
Rock	Granite
Entered the Union	November 21, 1789
Capital City	Raleigh

SELECTED OFFICIALS

Governor	James B. Hunt, Jr.
Lieutenant Governor	James C. Green
Secretary of State	Thad Eure
Attorney General	Rufus L. Edmisten

SUPREME COURT

Joseph Branch, Chief Justice
David M. Britt
Walter E. Brock
H. Phil Carlton
J. William Copeland
James G. Exum, Jr.
J. Frank Huskins

GENERAL ASSEMBLY

President of the Senate	James C. Green
President Pro Tem of the Senate	W. Craig Lawing
Principal Clerk of the Senate	Sylvia Fink
Speaker of the House	Carl J. Stewart, Jr.
Speaker Pro Tem of the House	H. Horton Rountree
Principal Clerk of the House	Grace Collins

STATISTICS*

Land Area (square miles)	48,798
Rank in Nation	29th
Population	5,515,000
Rank in Nation	11th
Density per square mile	113.0
Number of Representatives in Congress	11
Capital City	Raleigh
Population	138,000
Rank in State	4th
Largest City	Charlotte
Population	295,700
Number of Cities over 10,000 Population	41

---

*Estimated by Bureau of the Census for July 1, 1977.

North Dakota

Nicknames	The Flickertail State and The Sioux State
Motto	*Liberty and Union, Now and Forever, One and Inseparable*
Flower	Wild Prairie Rose
Bird	Western Meadowlark
Tree	American Elm
Song	*North Dakota Hymn*
March	*Spirit of the Land*
Stone	Teredo Petrified Wood
Fish	Northern Pike
Grass	Western Wheatgrass
Entered the Union	November 2, 1889
Capital City	Bismarck

SELECTED OFFICIALS

Governor	Arthur A. Link
Lieutenant Governor	Wayne G. Sanstead
Secretary of State	Ben Meier
Attorney General	Allen I. Olson

SUPREME COURT

Ralph J. Erickstad, Chief Justice
William L. Paulson
Vernon R. Pederson
Paul Sand
Gerald W. Vande Walle

LEGISLATIVE ASSEMBLY

President of the Senate	Wayne G. Sanstead
President Pro Tem of the Senate	J. Garvin Jacobson
Secretary of the Senate	Leo Leidholm
Speaker of the House	Vern Wagner
Chief Clerk of the House	Roy Gilbreath

STATISTICS*

Land Area (square miles)	69,273
Rank in Nation	17th
Population	651,000
Rank in Nation	45th
Density per square mile	9.4
Number of Representatives in Congress	1
Capital City	Bismarck
Population	40,900
Rank in State	3rd
Largest City	Fargo
Population	57,400
Number of Cities over 10,000 Population	8

---

*Estimated by Bureau of the Census for July 1, 1977.

Ohio

Nickname	The Buckeye State
Motto	*With God, All Things Are Possible*
Flower	Scarlet Carnation
Bird	Cardinal
Tree	Buckeye
Song	*Beautiful Ohio*
Stone	Ohio Flint
Insect	Ladybug
Beverage	Tomato Juice
Entered the Union	March 1, 1803
Capital City	Columbus

SELECTED OFFICIALS

Governor	James A. Rhodes
Lieutenant Governor	(Vacancy)
Secretary of State	Anthony J. Celebrezze, Jr.
Attorney General	William J. Brown

SUPREME COURT

Frank D. Celebrezze, Chief Justice
Paul W. Brown
William B. Brown
Thomas M. Herbert
Robert E. Holmes
Ralph S. Locher
A. William Sweeney

GENERAL ASSEMBLY

President of the Senate	Oliver Ocasek
President Pro Tem of the Senate	M. Morris Jackson
Clerk of the Senate	Keith H. Brooks
Speaker of the House	Vernal G. Riffe, Jr.
Speaker Pro Tem of the House	Barney Quilter
Legislative Clerk of the House	Richard Murray
Executive Secretary of the House	Joseph Sommer

STATISTICS*

Land Area (square miles)	40,975
Rank in Nation	35th
Population	10,697,000
Rank in Nation	6th
Density per square mile	261.1
Number of Representatives in Congress	23
Capital City	Columbus
Population	532,300
Rank in State	2nd
Largest City	Cleveland
Population	609,200
Number of Cities over 10,000 Population	142

---

*Estimated by Bureau of the Census for July 1, 1977.

Oklahoma

Nickname	The Sooner State
Motto	*Labor Omnia Vincit* (Labor Conquers All Things)
Flower	Mistletoe
Bird	Scissor-tailed Flycatcher
Tree	Redbud
Grass	Indian Grass
Song	*Oklahoma*
Poem	"Howdy Folks"
Stone	Barite Rose (Rose Rock)
Animal	American Buffalo
Reptile	Mountain Boomer Lizard
Fish	White Bass
Entered the Union	November 16, 1907
Capital City	Oklahoma City

SELECTED OFFICIALS

Governor	George Nigh
Lieutenant Governor	Spencer Bernard
Secretary of State	Jeannette B. Edmonson
Attorney General	Jan Eric Cartwright

SUPREME COURT

Robert B. Lavender, Chief Justice
Pat Irwin, Vice Chief Justice

Don Barnes
John B. Doolin
Rudolph Hargrave
Ralph B. Hodges
Marian P. Opala
Robert D. Simms
Ben T. Williams

COURT OF CRIMINAL APPEALS

Thomas R. Cornish, Presiding Judge
Tom Brett
Hez Bussey

LEGISLATURE

President of the Senate	Spencer Bernard
President Pro Tem of the Senate	Gene C. Howard
Secretary of the Senate	Lee Slater
Speaker of the House	Daniel D. Draper, Jr.
Speaker Pro Tem of the House	Mike Murphy
Chief Clerk of the House/Administrator	Richard Huddleston

STATISTICS*

Land Area (square miles)	68,782
Rank in Nation	19th
Population	2,817,000
Rank in Nation	27th
Density per square mile	41.0
Number of Representatives in Congress	6
Capital City	Oklahoma City
Population	371,800
Rank in State	1st
Largest City	Oklahoma City
Population	371,800
Number of Cities over 10,000 Population	32

---

*Estimated by Bureau of the Census for July 1, 1977.

Oregon

Nickname	The Beaver State
Motto	*The Union*
Flower	Oregon Grape
Bird	Western Meadowlark
Tree	Douglas Fir
Song	*Oregon, My Oregon*
Stone	Thunderegg
Animal	Beaver
Fish	Chinook Salmon
Insect	Swallowtail Butterfly
Entered the Union	February 14, 1859
Capital City	Salem

SELECTED OFFICIALS

Governor	Victor Atiyeh
Secretary of State	Norma Paulus
Attorney General	James Brown

SUPREME COURT

Arno H. Denecke, Chief Justice
Edward H. Howell
Berkeley Lent
Hans A. Linde
Edward J. Peterson
Jacob Tanzer
Thomas H. Tongue

LEGISLATIVE ASSEMBLY

President of the Senate	Jason Boe
President Pro Tem of the Senate	Dick Groener
Secretary of the Senate	Maribel Cadmus
Speaker of the House	Hardy Myers
Speaker Pro Tem of the House	Curt Wolfer
Chief Clerk of the House	Winton J. Hunt

STATISTICS*

Land Area (square miles)	96,184
Rank in Nation	10th
Population	2,385,000
Rank in Nation	30th
Density per square mile	24.8
Number of Representatives in Congress	4
Capital City	Salem
Population	83,700
Rank in State	3rd
Largest City	Portland
Population	384,000
Number of Cities over 10,000 Population	27

---

*Estimated by Bureau of the Census for July 1, 1977.

Pennsylvania

Nickname	The Keystone State
Motto	*Virtue, Liberty and Independence*
Flower	Mountain Laurel
Game Bird	Ruffed Grouse
Tree	Hemlock
Dog	Great Dane
Animal	Whitetail Deer
Insect	Firefly
Fish	Brook Trout
Entered the Union	December 12, 1787
Capital City	Harrisburg

SELECTED OFFICIALS

Governor	Richard L. Thornburgh
Lieutenant Governor	William W. Scranton III
Secretary of the Commonwealth	William R. Davis
Attorney General	Edward G. Biester, Jr.

SUPREME COURT

Michael J. Eagen, Chief Justice
John P. Flaherty, Jr.
Bruce W. Kauffman
Rolf Larsen
Robert N. C. Nix, Jr.
Henry X. O'Brien
Samuel J. Roberts

GENERAL ASSEMBLY

President of the Senate	William W. Scranton III
President Pro Tem of the Senate	Martin L. Murray
Secretary of the Senate	Mark Gruell, Jr.
Speaker of the House	H. Jack Seltzer
Chief Clerk of the House	Charles F. Mebus

STATISTICS*

Land Area (square miles)	44,966
Rank in Nation	32nd
Population	11,804,000
Rank in Nation	4th
Density per square mile	262.5
Number of Representatives in Congress	25
Capital City	Harrisburg
Population	56,100
Rank in State	11th
Largest City	Philadelphia
Population	1,778,000
Number of Cities over 10,000 Population	105

---

*Estimated by Bureau of the Census for July 1, 1977.

Rhode Island

Nickname	Little Rhody
Motto	*Hope*
Flower	Violet
Bird	Rhode Island Red
Tree	Red Maple
Song	*Rhode Island*
Rock	Cumberlandite
Mineral	Bowenite
Entered the Union	May 29, 1790
Capital City	Providence

SELECTED OFFICIALS

Governor	J. Joseph Garrahy
Lieutenant Governor	Thomas R. DiLuglio
Secretary of State	Robert F. Burns
Attorney General	Dennis J. Roberts II

SUPREME COURT

Joseph A. Bevilacqua, Chief Justice
John F. Doris
Thomas F. Kelleher
Florence K. Murray
Joseph R. Weisberger

GENERAL ASSEMBLY

President of the Senate	Thomas R. DiLuglio
President Pro Tem of the Senate	William A. Castro
Secretary of the Senate	Robert F. Burns
Speaker of the House	Edward P. Manning
First Deputy Speaker of the House	Richard B. Kiley
Reading Clerk of the House	Eugene J. McMahon

STATISTICS*

Land Area (square miles)	1,049
Rank in Nation	50th
Population	937,000
Rank in Nation	39th
Density per square mile	893.6
Number of Representatives in Congress	2
Capital City	Providence
Population	161,000
Rank in State	1st
Largest City	Providence
Population	161,000
Number of Cities and Towns over 10,000 Population†	28

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes 19 towns over 10,000 population.

South Carolina

Nickname	The Palmetto State
Mottos	*Animis Opibusque Parati* (Prepared in Mind and Resources) and *Dum Spiro Spero* (While I Breathe, I Hope)
Flower	Carolina Jessamine
Bird	Carolina Wren
Tree	Palmetto
Song	*Carolina*
Stone	Blue Granite
Entered the Union	May 23, 1788
Capital City	Columbia

SELECTED OFFICIALS

Governor	Richard W. Riley
Lieutenant Governor	Nancy Stevenson
Secretary of State	John T. Campbell
Attorney General	Daniel R. McLeod

SUPREME COURT

James Woodrow Lewis, Chief Justice
George Tillman Gregory, Jr.
Cameron B. Littlejohn
Julius B. Ness
William L. Rhodes, Jr.

GENERAL ASSEMBLY

President of the Senate	Nancy Stevenson
President Pro Tem of the Senate	L. Marion Gressette
Clerk of the Senate	James P. Fields, Jr.
Speaker of the House	Rex L. Carter
Speaker Pro Tem of the House	Ramon Schwartz, Jr.
Clerk of the House	Lois Shealy

STATISTICS*

Land Area (square miles)	30,225
Rank in Nation	40th
Population	2,878,000
Rank in Nation	26th
Density per square mile	95.2
Number of Representatives in Congress	6
Capital City	Columbia
Population	110,900
Rank in State	1st
Largest City	Columbia
Population	110,900
Number of Cities over 10,000 Population	23

---

*Estimated by Bureau of the Census for July 1, 1977.

South Dakota

Nickname	The Coyote State
Motto	*Under God the People Rule*
Flower	Pasque Flower
Bird	Ringnecked Pheasant
Tree	Black Hills Spruce
Song	*Hail, South Dakota*
Stone	Black Hills Gold
Animal	Coyote
Entered the Union	November 2, 1889
Capital City	Pierre

SELECTED OFFICIALS

Governor	William J. Janklow
Lieutenant Governor	Lowell C. Hansen II
Secretary of State	Alice Kundert
Attorney General	Mark Meierhenry

SUPREME COURT

Roger L. Wollman, Chief Justice
Francis G. Dunn
Jon Fosheim
Frank E. Henderson
Robert E. Morgan

LEGISLATURE

President of the Senate	Lowell C. Hansen II
President Pro Tem of the Senate	Mary A. McClure
Secretary of the Senate	Joyce Hazeltine
Speaker of the House	George S. Mickelson
Speaker Pro Tem of the House	Walter D. Miller
Chief Clerk of the House	Paul Inman

STATISTICS*

Land Area (square miles)	75,955
Rank in Nation	16th
Population	688,000
Rank in Nation	44th
Density per square mile	9.1
Number of Representatives in Congress	2
Capital City	Pierre
Population	12,000
Rank in State	7th
Largest City	Sioux Falls
Population	74,900
Number of Cities over 10,000 Population	8

---

*Estimated by Bureau of the Census for July 1, 1977.

Tennessee

Nickname	The Volunteer State
Motto	*Agriculture and Commerce*
Flower	Iris
Bird	Mockingbird
Tree	Tulip Poplar
Wildflower	Passion Flower
Songs	*When It's Iris Time in Tennessee; The Tennessee Waltz; My Homeland, Tennessee;* and *My Tennessee*
Stone	Agate
Animal	Raccoon
Insects	Ladybug and Firefly
Gem	Tennessee Pearl
Rock	Limestone
Slogan	Tennessee—America at Its Best
Entered the Union	June 1, 1796
Capital City	Nashville

SELECTED OFFICIALS

Governor	Lamar Alexander
Lieutenant Governor	John S. Wilder
Secretary of State	Gentry Crowell
Attorney General	William M. Leech, Jr.

SUPREME COURT

Ray L. Brock, Jr., Chief Justice
Robert E. Cooper
William H. D. Fones
William J. Harbison
Joseph W. Henry

GENERAL ASSEMBLY

Speaker of the Senate	John S. Wilder
Chief Clerk of the Senate	Clyde W. McCullough, Jr.
Speaker of the House	Ned R. McWherter
Speaker Pro Tem of the House	Harper Brewer, Jr.
Chief Clerk of the House	David Welles

STATISTICS*

Land Area (square miles)	41,328
Rank in Nation	34th
Population	4,292,000
Rank in Nation	17th
Density per square mile	103.9
Number of Representatives in Congress	8
Capital City	Nashville
Population	429,000
Rank in State	2nd
Largest City	Memphis
Population	668,400
Number of Cities over 10,000 Population	38

---

*Estimated by Bureau of the Census for July 1, 1977.

Texas

Nickname	The Lone Star State
Motto	*Friendship*
Flower	Bluebonnet
Bird	Mockingbird
Tree	Pecan
Song	*Texas, Our Texas*
Stone	Palmwood
Gem	Topaz
Grass	Sideoats Grama
Dish	Chili
Entered the Union	December 29, 1845
Capital City	Austin

SELECTED OFFICIALS

Governor	William P. Clements
Lieutenant Governor	William P. Hobby
Secretary of State	George W. Strake, Jr.
Attorney General	Mark W. White

SUPREME COURT

Joe R. Greenhill, Chief Justice

Charles W. Barrow
Robert M. Campbell
James G. Denton
Will Garwood
Sears McGee
Jack Pope
Franklin S. Spears
Zollie C. Steakley

COURT OF CRIMINAL APPEALS

John F. Onion, Jr., Presiding Judge

Sam H. Clinton
Carl E. F. Dally
Tom G. Davis
W. C. Davis
Leon Douglas
Wendell Odom
W. T. Phillips
Truman Roberts

LEGISLATURE

President of the Senate	William P. Hobby
President Pro Tem of the Senate	Bill Braecklein
Secretary of the Senate	Betty King
Speaker of the House	Bill Clayton
Speaker Pro Tem of the House	Tim Von Dohlen
Chief Clerk of the House	Betty Murray

STATISTICS*

Land Area (square miles)	262,134
Rank in Nation	2nd
Population	12,808,000
Rank in Nation	3rd
Density per square mile	48.9
Number of Representatives in Congress	24
Capital City	Austin
Population	323,300
Rank in State	6th
Largest City	Houston
Population	1,555,000
Number of Cities over 10,000 Population	140

---

*Estimated by Bureau of the Census for July 1, 1977.

Utah

Nickname	The Beehive State
Motto	*Industry*
Flower	Sego Lily
Bird	Seagull
Tree	Blue Spruce
Song	*Utah, We Love Thee*
Gem	Topaz
Entered the Union	January 4, 1896
Capital City	Salt Lake City

SELECTED OFFICIALS

Governor	Scott M. Matheson
Lieutenant Governor/Secretary of State	David S. Monson
Attorney General	Robert B. Hansen

SUPREME COURT

J. Allan Crockett, Chief Justice
Gordon R. Hall
Richard J. Maughan
I. Daniel Stewart
D. Frank Wilkins

LEGISLATURE

President of the Senate	Miles Ferry
Secretary of the Senate	Sophia C. Buckmiller
Speaker of the House	James V. Hansen
Chief Clerk of the House	Allan M. Acomb

STATISTICS*

Land Area (square miles)	82,096
Rank in Nation	12th
Population	1,270,000
Rank in Nation	36th
Density per square mile	15.5
Number of Representatives in Congress	2
Capital City	Salt Lake City
Population	167,400
Rank in State	1st
Largest City	Salt Lake City
Population	167,400
Number of Cities over 10,000 Population	18

---

*Estimated by Bureau of the Census for July 1, 1977.

Vermont

Nickname	The Green Mountain State
Motto	*Freedom and Unity*
Flower	Red Clover
Bird	Hermit Thrush
Tree	Sugar Maple
Song	*Hail, Vermont!*
Animal	Morgan Horse
Insect	Honeybee
Entered the Union	March 4, 1791
Capital City	Montpelier

SELECTED OFFICIALS

Governor	Richard A. Snelling
Lieutenant Governor	Madeleine M. Kunin
Secretary of State	James A. Guest
Attorney General	M. Jerome Diamond

SUPREME COURT

Albert W. Barney, Jr., Chief Justice
Franklin S. Billings, Jr.
Rudolph J. Daley
William C. Hill
Robert W. Larrow

GENERAL ASSEMBLY

President of the Senate	Madeleine M. Kunin
President Pro Tem of the Senate	Robert A. Bloomer
Secretary of the Senate	Robert H. Gibson
Speaker of the House	Timothy J. O'Connor, Jr.
Clerk of the House	Robert L. Picher

STATISTICS*

Land Area (square miles)	9,267
Rank in Nation	43rd
Population	485,000
Rank in Nation	48th
Density per square mile	52.4
Number of Representatives in Congress	1
Capital City	Montpelier
Population	8,000
Rank in State	11th
Largest City	Burlington
Population	38,500
Number of Cities and Towns over 10,000 Population†	7

---

*Estimated by Bureau of the Census for July 1, 1977.
†Includes four towns over 10,000 population.

Virginia

Nickname	The Old Dominion
Motto	*Sic Semper Tyrannis* (Thus Always to Tyrants)
Flower	Dogwood
Bird	Cardinal
Tree	Dogwood
Song	*Carry Me Back to Old Virginia*
Animal	Foxhound
Shell	Oyster
Entered the Union	June 25, 1788
Capital City	Richmond

SELECTED OFFICIALS

Governor	John N. Dalton
Lieutenant Governor	Charles S. Robb
Secretary of the Commonwealth	Frederick T. Gray, Jr.
Attorney General	J. Marshall Coleman

SUPREME COURT

Lawrence W. I'Anson, Chief Justice
Harry Lee Carrico
George M. Cochran
A. Christian Compton
Albertis S. Harrison, Jr.
Richard H. Poff
W. Carrington Thompson

GENERAL ASSEMBLY

President of the Senate	Charles S. Robb
President Pro Tem of the Senate	Edward E. Willey
Clerk of the Senate	Jay Shropshire
Speaker of the House	A. L. Philpott
Clerk of the House	Joseph H. Holleman, Jr.

STATISTICS*

Land Area (square miles)	39,780
Rank in Nation	36th
Population	5,101,000
Rank in Nation	13th
Density per square mile	128.2
Number of Representatives in Congress	10
Capital City	Richmond
Population	223,200
Rank in State	3rd
Largest City	Norfolk
Population	282,000
Number of Cities over 10,000 Population	33

---

*Estimated by Bureau of the Census for July 1, 1977.

Washington

Nickname	The Evergreen State
Motto	*Alki* (By and By)
Flower	Western Rhododendron
Bird	Willow Goldfinch
Tree	Western Hemlock
Song	*Washington, My Home*
Dance	Square Dance
Gem	Petrified Wood
Fish	Steelhead Trout
Entered the Union	November 11, 1889
Capital City	Olympia

SELECTED OFFICIALS

Governor	Dixy Lee Ray
Lieutenant Governor	John A. Cherberg
Secretary of State	Bruce K. Chapman
Attorney General	Slade Gorton

SUPREME COURT

Robert F. Utter, Chief Justice

Robert F. Brachtenbach
James M. Dolliver
Floyd V. Hicks
Charles J. Horowitz
Hugh R. Rosellini
Charles F. Stafford
William H. Williams
Charles T. Wright

LEGISLATURE*

President of the Senate	John A. Cherberg
President Pro Tem of the Senate	Al Henry
Secretary of the Senate	Sidney R. Snyder
Democratic Speaker of the House	John Bagnariol
Republican Speaker of the House	Duane Berentson
Democratic Speaker Pro Tem of the House	John L. O'Brien
Republican Speaker Pro Tem of the House	Otto Amen
Democratic Chief Clerk of the House	Dean R. Foster
Republican Chief Clerk of the House	Vito T. Chiechi

STATISTICS†

Land Area (square miles)	66,570
Rank in Nation	20th
Population	3,680,000
Rank in Nation	22nd
Density per square mile	55.3
Number of Representatives in Congress	7
Capital City	Olympia
Population	28,700
Rank in State	12th
Largest City	Seattle
Population	488,900
Number of Cities over 10,000 Population	37

---

*The November 1978 elections resulted in a 49-49 tie in the House of Representatives. The leadership was split accordingly.

†Estimated by Bureau of the Census for July 1, 1977.

West Virginia

Nickname	The Mountain State
Motto	*Montani Semper Liberi* (Mountaineers Are Always Free)
Flower	Big Rhododendron
Bird	Cardinal
Tree	Sugar Maple
Songs	*West Virginia, My Home Sweet Home; The West Virginia Hills;* and *This Is My West Virginia*
Animal	Black Bear
Fish	Brook Trout
Entered the Union	June 20, 1863
Capital City	Charleston

SELECTED OFFICIALS

Governor	John D. Rockefeller IV
Secretary of State	A. James Manchin
Attorney General	Chauncey H. Browning

SUPREME COURT OF APPEALS

Fred H. Caplan, Chief Justice
Sam R. Harshbarger
Darrell V. McGraw, Jr.
Thomas B. Miller
Richard Neely

LEGISLATURE

President of the Senate	W. T. Brotherton, Jr.
President Pro Tem of the Senate	Carl E. Gainer
Clerk of the Senate	Todd C. Willis
Speaker of the House	Clyde M. See, Jr.
Clerk of the House	C. A. Blankenship

STATISTICS*

Land Area (square miles)	24,070
Rank in Nation	41st
Population	1,853,000
Rank in Nation	34th
Density per square mile	77.0
Number of Representatives in Congress	4
Capital City	Charleston
Population	67,000
Rank in State	2nd
Largest City	Huntington
Population	69,600
Number of Cities over 10,000 Population	15

---

*Estimated by Bureau of the Census for July 1, 1977.

Wisconsin

Nickname	The Badger State
Motto	*Forward*
Flower	Wood Violet
Bird	Robin
Tree	Sugar Maple
Song	*On, Wisconsin!*
Rock	Red Granite
Mineral	Galena
Animal	Badger
Wildlife Animal	White-tailed Deer
Domestic Animal	Dairy Cow
Fish	Muskellunge
Symbol of Peace	Mourning Dove
Entered the Union	May 29, 1848
Capital City	Madison

SELECTED OFFICIALS

Governor	Lee Dreyfus
Lieutenant Governor	Russell A. Olson
Secretary of State	Vel Phillips
Attorney General	Bronson C. La Follette

SUPREME COURT

Bruce F. Beilfuss, Chief Justice
Shirley S. Abrahamson
William G. Callow
John L. Coffey
Roland B. Day
Connor T. Hansen
Nathan S. Heffernan

LEGISLATURE

President of the Senate	Fred A. Risser
Chief Clerk of the Senate	Donald J. Schneider
Speaker of the Assembly	Edward G. Jackamonis
Speaker Pro Tem of the Assembly	David R. Kedrowski
Chief Clerk of the Assembly	Marcel Dandeneau

STATISTICS*

Land Area (square miles)	54,464
Rank in Nation	25th
Population	4,644,000
Rank in Nation	16th
Density per square mile	85.3
Number of Representatives in Congress	9
Capital City	Madison
Population	168,900
Rank in State	2nd
Largest City	Milwaukee
Population	653,400
Number of Cities over 10,000 Population	57

---

*Estimated by Bureau of the Census for July 1, 1977.

Wyoming

Nickname	The Equality State
Motto	*Equal Rights*
Flower	Indian Paintbrush
Bird	Meadowlark
Tree	Cottonwood
Song	*Wyoming*
Stone	Jade
Entered the Union	July 10, 1890
Capital City	Cheyenne

SELECTED OFFICIALS

Governor	Ed Herschler
Secretary of State	Thyra Thomson
Attorney General	John Troughton

SUPREME COURT

John F. Raper, Chief Justice
A. G. McClintock
John J. Rooney
Robert R. Rose, Jr.
Richard V. Thomas

LEGISLATURE

President of the Senate	L. V. Stafford
Vice President of the Senate	Robert L. Novotny
Chief Clerk of the Senate	Nelson E. Wren
Speaker of the House	Warren A. Morton
Speaker Pro Tem of the House	Bob J. Burnett
Chief Clerk of the House	Herbert D. Pownall

STATISTICS*

Land Area (square miles)	97,203
Rank in Nation	9th
Population	406,000
Rank in Nation	50th
Density per square mile	4.2
Number of Representatives in Congress	1
Capital City	Cheyenne
Population	48,300
Rank in State	1st
Largest City	Cheyenne
Population	48,300
Number of Cities over 10,000 Population	7

---

*Estimated by Bureau of the Census for July 1, 1977.

District of Columbia

Motto	*Justitia Omnibus* (Justice for All)
Flower	American Beauty Rose
Bird	Wood Thrush
Tree	Scarlet Oak
Became U.S. Capital	December 1, 1800

OFFICERS

Mayor	Marion S. Barry, Jr.
City Administrator	Elijah B. Rogers
Executive Secretary	Dwight Cropp
Corporation Counsel	Judith Rogers

U.S. COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA

Chief Judge	J. Skelly Wright

DISTRICT OF COLUMBIA COURT OF APPEALS

Chief Judge	Theodore R. Newman, Jr.

U. S. DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

Chief Judge	William B. Bryant
U.S. Attorney	Carl S. Rauh

THE SUPERIOR COURT OF THE DISTRICT OF COLUMBIA

Chief Judge	H. Carl Moultrie

DISTRICT OF COLUMBIA COUNCIL

Chairman	Arrington Dixon
Chairman Pro Tem	Nadine P. Winter

STATISTICS*

Land Area (square miles)	61
Population	671,000
Density per square mile	11,000.0
Delegate to Congress†	1

---

*Estimated by Bureau of the Census for July 1, 1978.

†Committee voting privileges only.

American Samoa

Motto	*Samoa-Muamua le Atua* (In Samoa, God Is First)
Flower	*Paogo*
Plant	*Ava*
Song	*Amerika Samoa*
Became a Territory of the United States	1900
Capital City	Pago Pago

SELECTED OFFICIALS

Governor	Peter T. Coleman
Lieutenant Governor	Li'a Tufele
Attorney General	Joseph L. Dwight, Jr.

HIGH COURT

Richard Miyamoto, Chief Justice
Thomas W. Murphy, Associate Justice
Ape Poutoa, Chief Judge
Ta'iau Mamea
Aigamaua Salavea
Herbert Scanlan
Talalelei Tulafono

LEGISLATURE

President of the Senate	Galea'i P. Poumele
President Pro Tem of the Senate	Mulitauaopele Tamotu
Secretary of the Senate	Mrs. Salilo K. Levi
Speaker of the House	Tuanaitau F. Tuia
Speaker Pro Tem of the House	Muasau S. Savali
Chief Clerk of the House	Malaetia Tufele

STATISTICS*

Land Area (square miles)	76
Population†	31,000
Density per square mile	409.2
Capital City	Pago Pago
Population†	2,451
Number of Villages	76

---

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1978.

Federated States of Micronesia

Administered by the United States as a trusteeship for the United Nations	July 18, 1947
Voters approved a proposed constitution	July 12, 1978
Effective date of constitution	May 10, 1979
Capital City	Ponape

SELECTED OFFICIALS

President†	Tosiwo Nakayama
Vice President†	Petrus Tun
Attorney General	Fred Ramp

CONGRESS

Speaker	Bethwel Henry
Vice Speaker	Joab Sigrah
Chief Clerk	Nishima Siron

STATISTICS*

Land Area (square miles)	279
Population	62,720
Density per square mile	224.8
Capital City	Ponape
Population	19,262

---

†Selected by the elected unicameral congress from among its own members.

*Based on official census taken in 1973.

Guam

Nickname	Pearl of the Pacific
Flower	*Puti Tai Nobio* (Bougainvillea)
Bird	*Toto* (Fruit Dove)
Tree	*Ifit* (Intsiabijuga)
Song	*Stand Ye Guamanians*
Stone	Latte
Slogan	Where America's Day Begins
Animal	Iguana
Ceded to the United States by Spain	December 10, 1898
Created a Territory	August 1, 1950
Capital City	Agana

SELECTED OFFICIALS

Governor	Paul M. Calvo
Lieutenant Governor	Joseph F. Ada
Attorney General	Kenneth North

DISTRICT COURT OF GUAM

Judge	Cristobal C. Duenas

SUPERIOR COURT OF GUAM

Presiding Judge	Paul J. Abbate

LEGISLATURE

Speaker	Thomas V. C. Tanaka
Vice Speaker	Katherine B. Aguon
Legislative Secretary	James H. Underwood
Executive Director	Jess Q. Torres

STATISTICS*

Land Area (square miles)	209
Population†	114,000
Density per square mile	559.7
Delegate to Congress‡	1
Capital City	Agana
Population	2,119
Largest City	Tamuning
Population	8,230

---

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1978.

‡Committee voting privileges only.

Marshall Islands

Administered by the United States as a trusteeship for the United Nations	July 18, 1947
Voters approved a proposed constitution	March 1, 1979
Effective date of constitution	May 1, 1979
Capital City	Marshall Islands

SELECTED OFFICIALS

President	Amata Kabua
Chief Secretary	Oscar DeBrum

LEGISLATURE
(Nitijela)

Speaker	Atlan Anien
Vice Speaker	Namo Hermios

STATISTICS*

Land Area (square miles)	70
Population	22,888
Density per square mile	327.0

---

*Estimated by Bureau of the Census for July 1, 1973.

Northern Mariana Islands

Tree	Flame Tree
Flower	Plumeria
Administered by the United States as a trusteeship for the United Nations	July 18, 1947
Voters approved a proposed constitution	June 1975
U.S. President signed covenant agreeing to commonwealth status for the islands	March 1976
Became a self-governing commonwealth	January 9, 1978
Capital City	Saipan

SELECTED OFFICIALS

Governor	Carlos S. Camacho
Lieutenant Governor	Francisco C. Ada

U.S. DISTRICT COURT

Judge	Alfred Laureta

COMMONWEALTH TRIAL COURT

Chief Justice	Robert A. Hefner

LEGISLATURE

President of the Senate	Pedro P. Tenorio
Vice President of the Senate	Benjamin T. Manglona
Speaker of the House	Joaquin I. Pangelinan
Vice Speaker of the House	Vicente T. Attao

STATISTICS*

Land Area (square miles)	184
Population†	17,000
Density per square mile	92.4
Capital City	Saipan
Population	7,967

---

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1978.

Puerto Rico

Nickname	Island of Enchantment
Motto	*Joannes Est Nomen Ejus* (John Is His Name)
Song	*La Borinquena*
Reptile	Coqui
Animal	Lamb
Became a territory of the United States	December 10, 1898
Became a self-governing commonwealth	July 25, 1952
Capital City	San Juan

SELECTED OFFICIALS

Governor	Carlos Romero-Barcelo
Secretary of State	Pedro Vazquez
Attorney General	Miguel Gimenez-Munoz

SUPREME COURT

Jose Trias Monge, Chief Justice
Hiram Torres Rigual
Angel M. Martin
Marco A. Rigau
Carlos V. Davila
Antonio Negron Garcia
Jorge Diaz Cruz
Carlos J. Irizarry-Yunque

LEGISLATIVE ASSEMBLY

President of the Senate	Luis A. Ferre
Vice President of the Senate	Jose Ramos-Barroso
Secretary of the Senate	Hector M. Hernandez
Speaker of the House	Angel Viera-Martinez
Vice President of the House	Jose Granados-Navedo
Secretary of the House	Cristino Bernazard

STATISTICS*

Land Area (square miles)	3,421
Population†	3,358,000
Density per square mile	981.6
Delegate to Congress‡	1
Capital City	San Juan
Population	452,749
Rank in Commonwealth	1st
Largest City	San Juan
Population	452,749
Number of Places over 10,000 Population	22
Number of Municipalities	78

---

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1978.

‡Committee voting privileges only.

Virgin Islands

Flower	Yellow Elder or Ginger Thomas
Bird	Yellow Breast or Bananaquit
Song	*Virgin Islands March*
Purchased from Denmark	March 31, 1917
Capital City	Charlotte Amalie

SELECTED OFFICIALS

Governor	Juan Luis
Lieutenant Governor	Henry Millin
Attorney General	Ive A. Swan

DISTRICT COURT

Chief Judge	Almeric L. Christian
Judge	Warren H. Young
United States Attorney	Ishmael Meyers

LEGISLATURE

President	Elmo D. Roebuck
Vice President	Sidney Lee
Legislative Secretary	Cleone Hodge
Executive Secretary	Patrick N. Williams

STATISTICS*

Land Area (square miles)	132
Population†	96,000
Density per square mile	727.3
Delegate to Congress‡	1
Capital City	Charlotte Amalie, St. Thomas
Population	12,220
Number of Municipalities	3

---

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1978.

‡Committee voting privileges only.

AUTHOR INDEX

Bartlett, Lawrence; Baum, Erica; and Kelly, Alice: Public welfare, 414-23
Baum, Erica; Bartlett, Lawrence; and Kelly, Alice: Public welfare, 414-23
Berve, Nancy M., and Millard, Richard M.: Postsecondary education, 366-75
Boothby, Charles L.: Soil and water conservation, 541-44
Bromberg, Jonathan, and Whorton, Ronald E.: State health agency programs, 402-6

Cohoon, Dana A.: Housing and community development, 485-89
Collins, Keith J., and Glade, Edward H., Jr.: State agriculture, 523-26
Cooke, David R., and Hammond, Evan B.: Civil service reform, 242-47
Criz, Maurice, and Kellerman, David: Finances of state-administered public employee retirement systems, 255-60; State aid to local governments in 1978, 623-28; State and local government finances in 1977-78, 293-96; State finances in 1978, 275-79; State tax collections in 1979, 337-41

Darwick, Norman: State police and highway patrols, 450-53
Datena, John F.: State forestry administration, 534-37
de Voursney, Robert, and Knapp, Elaine S.: State executive branch activities, 167-69

Elstein, Steven: Energy, 548-54
Ennis, Eva Martin: State actions affecting local affairs, 615-22

Galvin, John H., and Mendelsohn, Ethel: The legal status of women, 36-43
Gambill, John: Recent trends in state taxation, 318-26
Glade, Edward H., Jr., and Collins, Keith J.: State agriculture, 523-26

Hammond, Evan B., and Cooke, David R.: Civil service reform, 242-47
Holden, Gwen; Jones, Nolan; Kannensohn, Michael; Proffer, Lanny; and White, Joseph L.: The states and the criminal justice system, 432-44
Howard, S. Kenneth: State budgeting, 199-201

Jarrett, James E.: Productivity, 237-41
Jones, Benjamin J.: Consumer protection, 455-58; Interstate compacts and agreements: 1978-79, 596-600
Jones, Nolan; Holden, Gwen; Kannensohn, Michael; Proffer, Lanny; and White, Joseph L.: The states and the criminal justice system, 432-44

Kannensohn, Michael; Holden, Gwen; Jones, Nolan; Proffer, Lanny; and White, Joseph L.: The states and the criminal justice system, 432-44
Kellerman, David, and Criz, Maurice: Finances of state-administered public employee retirement systems, 255-60; State aid to local governments in 1978, 623-28; State and local government finances in 1977-78, 293-96; State finances in 1978, 275-79; State tax collections in 1979, 337-41
Kelly, Alice; Bartlett, Lawrence; and Baum, Erica: Public welfare, 414-23
Knapp, Elaine S., and de Voursney, Robert: State executive branch activities, 167-69
Knapp, Elaine Stuart: Trends in state legislation: 1978-79, 22-26

Labonge, Carl A., Jr.: The National Guard, 475-77
Landrum, Ney C.: State parks and outdoor recreation, 518-21

McCabe, John M.: Uniform state laws, 47-48
Mendelsohn, Ethel, and Galvin, John H.: The legal status of women, 36-43
Millard, Richard M., and Berve, Nancy M: Postsecondary education, 366-75
Minor, Gerri: "Workers' compensation" section, Labor legislation: 1978-79, 564-65

Nelson, Richard R.: Labor legislation: 1978-79, 559-69

Odden, Allan; Pipho, Chris; and Vlaanderen, Russell B.: State public school systems, 351-58

Peterson, Kent A.: General revenue sharing, 609, 614
Pipho, Chris; Odden, Allan; and Vlaanderen, Russell B.: State public school systems, 351-58
Pound, William: The state legislatures, 77-83
Power, Mary R.: State library agencies: an overview, 226-29
Proffer, Lanny; Holden, Gwen; Jones, Nolan; Kannensohn, Michael; and White, Joseph L.: The states and the criminal justice system, 432-44

Roberts, Jane F.: Significant developments in federal-state relations, 604-7
Roederer, Doug: State regulation of occupations and professions, 480-83
Runke, James F.: Transportation, 383-88

Short, John: Developments in state purchasing, 213-18
Smolka, Richard G.: Election legislation, 52-55
Stevens, Alan V.: State government employment in 1978, 266-69
Sturm, Albert L.: State constitutions and constitutional revision: 1978-79 and the 1970s, 1-15
Suelflow, James E.: Developments in public utility regulation, 462-71

Uppal, Jag C.: The state of the judiciary, 143-48

Vlaanderen, Russell B.; Odden, Allan; and Pipho, Chris: State public school systems, 351-58
Vorlander, Carl W.: State information systems, 220-23

White, Joseph L.; Holden, Gwen; Jones, Nolan; Kannensohn, Michael; and Proffer, Lanny: The states and the criminal justice system, 432-44
Whorton, Ronald E., and Bromberg, Jonathan: State health agency programs, 402-6
Wise, Robert N.: State planning, 234-36

SUBJECT INDEX

(Page numbers in boldface indicate tables; a complete list of tables is on pages viii-xiii.)

A

- **Administrative officials**
  - Constitutional and statutory elective, **182-83**
  - Length and number of terms, **184-85**
  - Salaries, **190-94**
    - Compensation commissions for state officials, **188-89**
  - Selection, methods of, **195-97**
  - *See also* titles of individual officials
- **Administrative organization**
  - Cabinet systems, **181**
  - Executive branch activities, 167-69
  - Legislative review of regulations, **120-21**
  - Reorganization, 168
- **Age of majority**, 25, 33
- **Aging**, *see* Public assistance
- **Agriculture**, 523-26
  - Conservation program, 535-36, **540**
  - Constitutional and statutory elective administrative officials, **182-83**
  - Departments of, state, 523-24
  - Elected state officials, terms, **184-85**
  - Energy needs, 524-25
  - Exports, 525
  - Farms
    - Acreage and income, **527**, **528**
    - Conservation districts and, **547**
    - Foreign investment, cropland/farmland, **532**
    - Foreign ownership, 525-26
    - Grains, production, **529**
    - Livestock on, **530**
    - Preservation of farmland, by program, **533**
    - Production, by commodity, **531**
  - State-USDA programs, 526
  - U.S. Department of, 524-25
  - *See also* Labor
- **Aid to families with dependent children**, *see* Public assistance
- **Aid to local governments**, 623-28
  - Administering programs of state aid, 624-25
  - As a percentage of state general expenditure (1969-70), **623**
  - Community development, 485-88
  - Per capita state expenditure, by function, **630**
  - Percentage distribution, by selected function and type of receiving government, **627**
  - State expenditure
    - By function, **631**
    - By state (1972-78), **629**
    - By type of receiving government, **632**
    - Per capita, by function, **630**
  - State payments (1942-78), **628**
  - State role, 625-26
  - Statistical findings, 626-27
- **Air pollution**, *see* Pollution control
- **Alabama**
  - Selected officials and statistics, 637
- **Alaska**
  - Selected officials and statistics, 637
- **Alcoholic beverages**, *see* Taxation; Tax revenue
- **American Samoa**
  - Selected officials and statistics, 662
- **Amtrak**, *see* Transportation
- **Arizona**
  - Selected officials and statistics, 638
- **Arkansas**
  - Selected officials and statistics, 638
- **Army National Guard**, *see* National Guard
- **Attorney, durable power of**, 48
- **Attorneys general**
  - Consumer protection activities, **179**
  - Duties
    - Miscellaneous, **180**
    - Prosecutorial and advisory, **178**
    - To administrative agencies, **180**
  - Election, 169
  - Qualifications for office, **175**
  - Selection, methods of, **195-97**
  - Subpoena and antitrust powers, **179**
  - Terms, length and number of, **184-85**
  - *See also* Administrative officials
- **Audio-visual deposition**, 47
- **Auditors**
  - Terms, length and number of, **184-85**
  - *See also* Administrative officials
- **Automatic adjustment clauses**, *see* Electricity
- **Aviation**, *see* Transportation

B

- **Blind**, *see* Public assistance
- **Brain death**, 47
- **Budget, federal, balancing**, **27**
- **Budgeting, state**, 199-201
  - Biennial budgeting, 169
  - Budget agency functions, **206-7**
  - Budgetary practices, **202-5**
  - Demographic changes, 200
  - Energy limitations, 200
  - Inflation, 199-200
  - Taxpayer concern, 200-201
  - Zero-base budgeting, 169
  - *See also* Finances, state
- **Business and industrial development**, *see* Industry

C

- **California**
  - Selected officials and statistics, 639
- **Campaign finance**, *see* Elections
- **Capital punishment**, 23, 437-38
  - By state, **446**
  - Supreme Court on, 437-38
- **Car pool**, *see* Transportation
- **Children**
  - Early and periodic screening, diagnostic, and treatment, 419

- **Children** *(continued)*
  - Handicapped, education for, 354-55, 357-58
  - Health assurance program, 419
  - Immunization, mandatory, 25
  - Labor, 566
  - Labor standards affecting, **572-75**
  - Pornography, 23
  - Uniform child custody jurisdiction act, 25
  - *See also* Public assistance
- **Cigarettes**, *see* Taxation; Tax revenue
- **Circuit-breaker programs, 334-35**
- **Civil service reform**, 242-47
  - Administration, 245
  - Classification and compensation, 244-45
  - Employee relations, 246
  - Employment, 243-44
- **Coastal zone management**, 509-11, **515**, **516**, **517**
- **Colorado**
  - Selected officials and statistics, 639
- **Collective bargaining**, *see* Labor
- **Community antenna television (cable)**, *see* Public utilities
- **Community development**, *see* Housing and community development
- **Comprehensive employment and training act**, 520, 577
- **Computer use**, *see* Information systems
- **Connecticut**
  - Selected officials and statistics, 640
- **Conservation, energy**, *see* Energy
- **Conservation, soil and water**, 541-44
  - Districts, 541-43, **547**
  - Erosion and sediment control legislation, **544**
  - Great plains conservation program, 541
  - Land and water conservation fund, 520
  - Land and water resources conservation act, 542
  - Resource conservation and development, **546**
  - Soil Conservation Service, 543
  - Water bank program, 541-42
  - Watersheds, status of applications, **545**
- **Constitutions and constitutional revision**, 1-15, 23
  - Amendment procedures
    - By initiative, **18**
    - By the legislature, **17**
    - Commissions operative (1978-79), **20**
    - Constitutional commissions, 7-9, **2**
    - Constitutional conventions, 9-12, **2**, **21**
    - Constitutional initiative, 4-5, **2**
    - Legislative proposal, 1, 4, **2**
  - Changes made (1970-79), **3**
  - Changes made (1974-79), **2**
  - Constitutional conventions, procedures for calling, **19**
  - General information, **16**
  - Materials, 12-13
  - Substantive changes, 5-7; (1972-79), **5**
    - Bills of rights, 6
    - General revision, 7
    - Judiciary, 6
    - Legislative proposals, 6
    - Local government, 7
    - State functions, 7
    - Suffrage and elections, 6-7
- **Consumer affairs offices, 459**
  - *See also* Consumer protection
- **Consumer price index**, 308-14
  - Calculating, 310
  - For urban wage earners (1913-80), **315**
  - Household budget, expenditure classes, **314**
  - Indexes, areas, population weights, and pricing schedule, **316-17**
  - Interpretation of, 310-11
  - Limitations, 311-12
- **Consumer price index** *(continued)*
  - Types of, 311
- **Consumer protection**, 455-58
  - Consumer sales and services, 456-57
  - Health care, 457-58
  - Insurance, 457
  - Interest rates, 25
  - Legislation, 25, **460-61**
  - Unfair practices, 458
  - *See also* Public utilities
- **Controllers**
  - Terms, length and number of, **184-85**
  - *See also* Administrative officials
- **Corrections**
  - Employment and payrolls, state and local, **270**
  - Expenditure, by state, **288-89**
  - Judicial intervention in, 433
  - Sentencing and corrections act, 47
  - State employment, **273**
  - State government employees, **267**
  - State payrolls, **274**
  - *See also* Criminal justice; Police and highway patrols
- **Council of State Governments**, 585-93
  - Finances and direction, 586
  - Officers and executive committee, 589
  - Offices of, 585-86
  - Operations of
    - Interstate consulting program, 588
    - Research and publications, 587
    - Secretariat services, 586-87
    - State government training, 588
    - State services, 587-88
  - Proposals on suggested state legislation, 593
  - Regional conference officials, 590-92
- **Courts**
  - Administrative offices, **164-65**
  - Audio-visual deposition, 47
  - Judges
    - Compensation, **152-53**
    - Number and terms, **150-51**
    - Qualifications of, **154-55**
    - Removal of, methods for, **158-63**
    - Selection of, **156-57**
  - Judicial system changes, 23
  - Judiciary, state of, 143-48
  - Jury duty, 568
  - Jury system improvement act, 568
  - Justice
    - Access to, 144, 146
    - Barriers to, 144-46
    - Population dissatisfaction with, 146
  - National Center for State Courts, 144
  - Of last resort, **149**
  - State Justice Institute, 143-44
  - *See also* Supreme Court decisions
- **Criminal justice**, 432-44
  - Child pornography, 23, 438
  - Code revision, 437
  - Corrections, **448-49**
  - Criminal code revision, federal, 433-34
  - Criminal justice councils, 435
  - Expenditures, **448-49**
  - Judicial programs, **448-49**
  - Justice system improvement act, 435, 443
  - Juvenile justice, 436, 441-43
    - Dangerous juvenile offenders, 442-43
    - Juvenile justice and delinquency act, 436, 442
    - Status offenders, 441-42
  - Law Enforcement Assistance Administration, 435, 436, 606

- **Criminal justice** *(continued)*
  - Law enforcement personnel and expenditures, **454**
  - Legal services and prosecutions, **448-49**
  - Legislation, 436-41, **445**
  - National Commission for Reform of Federal Criminal Laws, 433-34
  - Parole, 433, 438-40
  - Prison population, **447**
  - Public defense programs, 144, 433, **448-49**
  - Rape, 40-41, 438
    - Spousal, 23
  - Sentencing reform, 438-40
  - Son of Sam provision, 434
  - Victims of crime, 434-35
    - Compensation, 23, 437, **445**
    - Reparations act, 47
  - *See also* Capital punishment; Police and highway patrols; Supreme Court decisions

D

- **Death**
  - Right-to-die, **27**
  - With dignity, **412**
- **Death penalty**, *see* Capital punishment
- **Delaware**
  - Selected officials and statistics, 640
- **Disabled**, *see* Public assistance
- **Displaced homemakers**, 567
- **Distilled spirits**, *see* Taxation; Tax revenue, alcoholic beverages
- **District of Columbia**
  - Representation amendment, 54
  - Selected officials and statistics, 662
- **Divorce laws**, 25, 41-42, **44-45**
- **Drugs**
  - Generic names allowed, 25, 457, **412**

E

- **Education**
  - Aid to local governments, **627**
  - Constitutional and statutory elective administrative officials, **182-83**
  - Department of, 606
  - Elected state officials, terms, **184-85**
  - Employment and payrolls, state and local, **270**
  - Employment, by state, **273**
  - Expenditure, by state, **288-89**
  - Legislation, 24
  - State government employees, **267**
  - State government employees, average, **268**
  - State payrolls, **274**
- **Education, elementary and secondary**, 351-58
  - Boards of education and chief school officers, **365**
  - Collective bargaining laws, 355, **363**
  - Districts, **364**
  - Enrollment, **359**
  - Estimated school-age population, **360**
  - Finance, 355-58
    - Estimated expenditures, **362**
    - Revenue receipts, estimated, **361**
    - Salary of instructional staff, **358**
  - Handicapped children's act
    - "Child find" plans, 354-55
    - Individualized education plan, 354
    - Special students, 357-58
- **Education, elementary and secondary** *(continued)*
  - Public satisfaction with the schools, **352**
  - Teacher certification, 353
  - Testing
    - Minimum competency testing, 352-53
    - Standardized tests, dilemma about, 353-54
- **Education, postsecondary**, 366-75
  - Appropriations for, 373, **377**
  - Basic education opportunity grant program, 369
  - Degrees, 371-72
  - Enrollments, 366, 371, **376**
  - Expenditure and income, 373
  - Faculty salaries, 372
  - Faculty, women vs. men, 372
  - Federal expenditures, 374
  - Federal funds distributed through state agencies, **379**
  - Federal legislation, 370
  - Fiscal constraints, 367
  - Mandatory continuing education for selected professions, **484**
  - Middle income student assistance act, 369
  - National Center for Education Statistics, 371
    - Data on faculty salaries, 372
    - Estimates of enrollments, 371
  - Number of institutions, by state, **380**
  - Planning, 370-71
  - Private higher education, 369
  - Quality and accountability, 368
  - Salaries of full-time faculty, mean
    - On 9-month contracts, **381**
    - On 12-month contracts, **382**
  - Student characteristics, 366-67
  - Student costs, 372-73
  - Student financial aid, 369-70, 374, **378**
  - Voluntary support, 373-74
- **Elderly**, *see* Public assistance; Senior citizens
- **Elected state officials**, *see* Administrative officials; Elections
- **Elections**, 52-55
  - Campaign finance
    - Filing requirements, **56-59**
    - Limitations on contributions, **62-64**
    - Limitations on expenditures, **60-61**
    - Regulation, 52-53
  - Campaigns, public funding of, 53
  - Changes in laws, 23
  - Constitutional and statutory elective administrative officials, **182-83**
  - District of Columbia representation, 54
  - Election duties of secretaries of state, **177**
  - Elective offices, changes, 169
  - Electoral college, 54
  - Federal legislation on, 54-55
  - Officers with statewide jurisdiction to be elected 1980-81, **70-71**
  - Polling hours, **68-69**
  - Primaries
    - Presidential, 23, 53-54, **69**
    - State officers, **72**
  - Qualifications for election to state office, **186-87**
  - Recall of officials, provisions for, **198**
  - Voting
    - Assistance to elderly and handicapped voters, 54
    - Overseas citizens, 55
    - Qualifications for, **66-67**
    - Registration for, 55
    - Statistics for gubernatorial elections, **75**
    - Voter turnout for presidential elections, **73**
    - Voter turnout in nonpresidential election years, **74**
    - Voting equipment, 54, **65**

- **Electricity**
  - Generation of, by source, **556**
  - Load management, 470
  - Regulation, 464-67
  - Regulation of rates
    - Fuel adjustment clauses, 466-67, 554
    - Lifeline rates, 466
    - Time-of-day or peak-load pricing, 465-66
  - *See also* Public utilities
- **Electronic data processing**, *see* Information systems
- **Employment, federal and state**
  - Civil service reform, 242-47
- **Employment security services**
  - Administration, 577-80
    - Employment and payrolls, **270**
    - Expenditures, **288-89**
  - Aid to families with dependent children, 577
  - Airline employee protection program, 579
  - Applicant clientele, 577-78
  - Comprehensive employment and training act, 520, 577
  - Employer services, 578
  - Employment service performance, 578
  - Food stamps, 577
  - Job service, 578
  - Redwood employee protection program, 579
  - Retirement age, 25
  - Retirement systems, 356-57
    - Finances of, **264-65**
    - For state legislators, **102**
    - Full-time public employees, **256**
    - Membership and benefit operations of, **262-63**
    - National summary of finances of, **261**
    - Number, membership, and benefits of, **261**
  - Selected activities, **583**
    - Social security act of 1935, 577
    - State employees, fringe benefits, **250-51**
  - Targeted jobs tax credit, 578-79
  - Trade adjustment assistance, 580
  - Unemployment, annual averages, **582**
  - Unemployment insurance, 579-80
    - By state, **581**
    - Extended benefits, 580
    - New developments, 25, 580
    - Unemployment insurance program, 577
  - Vietnam-era veterans, 577
  - Wagner-Peyser act, 577
  - *See also* Labor
- **Employment, state**, 266-69
  - Alaska hire act, 568
  - Employees
    - Average October earnings, **272**
    - By function and number, **267**
    - By individual states, **268**, **271**
    - Fringe benefits, **250-51**
    - Full-time workers, earnings, 267-68, **268**
    - Labor relations, characteristics and scope, **252-53**
    - Summary, **270**
  - Labor-management relations, 268-69
    - Percentage increase, average annual, **266**
  - Total and for selected functions, **273**
  - *See also* Civil service reform; Labor
- **Energy**, 548-54
  - Conservation
    - Billing format changes, 470
    - In housing, 488-89
    - Insulation, 488
    - Load management, 470
    - Oregon Pacific Power and Light Company, 469-70
    - Zero-interest financing programs, 469-70
  - Crisis, impact on law enforcement, 452-53
  - Department of, U.S., 463, 506-7, 548
- **Energy** *(continued)*
  - Environmental coordination procedures act, 552
  - Environmental issues, 552-53
  - Fuel adjustment clause, 466-67, 554
  - Legislation, 24
  - Regulation, 463
  - Research, development, and demonstration, 551
  - Resource development
    - Coal, **557**
    - Crude petroleum, **557**
    - Natural gas, **557**
    - Uranium ore, **557**
  - Siting new energy facilities, 509
  - Social and economic issues, 553-54
  - State actions, **555**
  - U.S. production and consumption, by fuel type, **558**
  - *See also* Electricity; Nuclear energy; Solar energy
- **Environment**, *see* Conservation, soil and water; Energy; Pollution control
- **Equal employment opportunity**, 562-63
- **Equal rights amendment**
  - Federal, 36-37, 40, **27**
  - State, 23, 37
  - *See also* Women
- **Ethics**, 23
  - Boards and commissions, **30-31**
  - Financial disclosure, conflict of interest legislation, **32**
- **Executive branch activities**, *see* Administrative organization

F

- **Farms**, *see* Agriculture; Labor
- **Federal-state relations**
  - Developments in, 604-7
  - Federal land ownership policy, 606-7
  - Oversight, 605
  - Sagebrush rebellion, 606-7
- **Federated States of Micronesia**
  - Selected officials and statistics, 663
- **Finances, governmental**
  - Summary of, by level of government, **298-99**
- **Finances, state**, 275-79
  - Debt
    - Indebtedness and debt transactions, 279
    - Outstanding at end of fiscal 1978, **290**
  - Deficits, limitations on, **292**
  - Elements of financial organization, **208-12**
  - Expenditure
    - Assistance and subsidies, **286-87**
    - By character and object, **286-87**
    - Debt redemption, **282-83**
    - Equipment, **286-87**
    - General, **282-83**
    - Insurance benefits and repayments, **286-87**
    - Insurance trust, **282-83**
    - Interest on debt, **286-87**
    - Intergovernmental, **286-87**
      - By function, **631**
      - By state, **629**
      - By type of receiving government, **632**
      - Per capita, by function, **630**
      - Summary, **628**
    - Land and existing structures, **286-87**
    - Law enforcement, **454**
    - Liquor stores, **282-83**
    - Personal services, **286-87**
    - Total and for selected functions, **288-89**
    - Total, by state, **282-83**
    - Utility, **282-83**
  - Federal aid to states, **608**
  - Fiscal year, population, and personal income, **350**

- **Finances, state** *(continued)*
  - National totals of, **280-81**
  - Retirement systems, 255-60
    - Coverage by federal OASDHI, **256**
    - Increase in assets, 258
    - Increase in number of beneficiaries, 257-58
    - *See also* Employment security services
  - Revenue
    - Borrowing, **282-83**
    - By source, **284-85**
    - Charges and miscellaneous general, **284-85**
    - General, by state, **282-83**
    - Insurance trust, **282-83**
    - Intergovernmental, **284-85**
    - Liquor stores, **282-83**
    - Total, by state, **282-83**
    - Total, general, **284-85**
    - Utility, **282-83**
  - Revenue and expenditure
    - General government, 276-77
    - Insurance trust finances, 278
    - State lottery proceeds, **278**
    - Total, **275**
    - Utilities and liquor stores, 278
  - Spending limitations, **291**
  - Summary financial aggregates, **282-83**
  - *See also* Taxation; Tax revenue
- **Finances, state and local**, 293-96
  - Debt, 295, **297**
  - Expenditure, 295
    - General, for selected items, **305**
    - General, per capita for selected items, **306**
    - Payrolls, total and for selected functions, **274**
  - General assistance, 417
  - Payrolls, by function, **270**
  - Relation of selected items to personal income, **307**
  - Revenue, 293-95
    - General
      - By source and by state, **302**
      - Origin and allocation, by level of government, **304**
    - Per capita, by source and by state, **303**
    - Intergovernmental, 294
  - Revenue sharing, 487, 609, 614, **612-13**
  - Summary of, **300-301**
  - *See also* Public assistance
- **Financial administration**
  - Employment and payrolls, state and local, **270**
  - Expenditure, **288-89**
  - State employment, **273**
  - State government employees, **267**
  - State payrolls, **274**
- **Firearms laws, 34**
- **Fiscal notes, content and distribution, 118-19**
- **Florida**
  - Selected officials and statistics, 641
- **Food stamps**, *see* Public assistance
- **Foreign investment in farms**, 525-26, **532**
- **Forestry**, 534-37
  - Agricultural act achievements expenditures, **539**
  - Agriculture conservation program, 535-36, **540**
  - Clarke-McNary act stock distribution, **539**
  - Cooperative forest management, 535-36, **540**
  - Fire control
    - National Wildfire Coordinating Group, 535
    - Program analysis, 538
    - Rural community fire protection program, 535
  - Forestry incentives program, 535-36
  - Goals, 534
  - Pest control, 537
  - Reforestation, 536, **539**
  - State forestry personnel, **538**
- **Forestry** *(continued)*
  - State forests, 534-35
  - Utilization and marketing programs, 536-37
- **Fuel adjustment clauses**, *see* Electricity

G

- **Gambling, legalized**, 35
- **Gasohol**
  - For energy in agriculture, 524-25
  - *See also* Taxation;
- **Gasoline**, *see* Taxation; Tax revenue, motor fuels
- **Gas utility**, *see* Public utilities
- **General revenue sharing**, *see* Revenue sharing
- **Generic drugs**, 25, 457, **412**
- **Georgia**
  - Selected officials and statistics, 641
- **Good samaritan statutes, 413**
- **Governors, 170**
  - As administrative managers, 169
  - Authority increased, 167
  - Compensation, **171**
  - Qualifications for election, **186-87**
  - Selection, methods of, **195-97**
  - Succession to governorship, **170**
  - Team election, **170**
  - Terms, 169
  - Terms, length and number of, **184-85**
  - Transition, provisions and procedures for, **172**
  - Voting statistics for gubernatorial elections, **75**
  - *See also* Administrative officials
- **Guam**
  - Selected officials and statistics, 663

H

- **Handguns**, *see* Firearms laws
- **Hawaii**
  - Selected officials and statistics, 642
- **Hazardous materials**, 24, 384
- **Health agencies**, 402-6
  - Expenditures
    - By program area, **407**
    - By program category, **406**
    - By source of funds, **409**
    - Persons served, **408**
  - Sources of funds, **408**
- **Health and hospitals**
  - State government employees, **267**
- **Health and mental health**
  - Clinical labs, state regulation, **412**
  - Emergency medical system organization, **412**
  - Employment and payrolls, **270**
  - Environmental health, 403-4
  - Expenditures, 402, **288-89**
  - Generic drug substitution allowed, **412**
  - Health maintenance organizations, **412**
  - Health resources, 404
  - Laboratories, 404-5
  - Legislation, 440
    - Advertising by health care professionals, 25, 457-58
    - Generic drugs, 25, 457
  - Local health departments, 405
  - Medicaid, 405, 414, 418-19, **429**
  - Medicare, 422-23
  - Mental health reform, 25
  - National public health program reporting, 402
  - Personal health, 403
  - Physician assistants, role recognized, **412**
  - Right to treatment in mental health facilities, **412**

Health and mental health *(continued)*
  Selected statutes, **412**
  Sources of funds, 402-3
Highways, 385
  Aid to local governments, **627**
  Employment and payrolls, state and local, **270**
  Expenditures, **288-89**
  Federal aid funds, apportionment of, **394**
  Federal funds
    Consolidated primary, **394**
    Forest highway, **394**
    Interstate, **394**
    Interstate resurfacing, **394**
    Metropolitan planning, **394**
    Rural secondary, **394**
    Urban system, **394**
  Highway safety program, 453
  Mileage, rural and municipal, **391**
  Radar, resistance to use in speed enforcement, 453
  Receipts and disbursements for, **392-93**
  Road and street mileage, total, by system, **391**
  Speed limit, national maximum, 452-53
  State employment, **273**
  State government employees, **267**
  State payrolls, **274**
  See also Police and highway patrols
Hospitals
  Certificate-of-need for new health facilities, 25
  Employment and payrolls, state and local, **270**
  Expenditures, **288-89**
  Hospice programs for terminally ill, 25
  Nursing homes, 25
  State employment, **273**
  State payrolls, **274**
Housing and community development, 485-89
  Building codes, 489
  Community development block grant program, 487
  Community reinvestment act, 488
  Department of Housing and Urban Development, 616
  Energy conservation, 488-89
  Housing finance agency functions, **490-91**
  Housing programs in departments of community affairs, 487
  Mortgage lending in urban neighborhoods, 488
  Neighborhood housing services programs, 488
  Neighborhood Reinvestment Corporation, 488
  Neighborhood strategy area program, 486
  Real estate time-share, 47-48
  Redlining prohibited, 25, 488
  Rural programs, 487
  Urban development action grant program, 485, 486
  See also State-local relations

I

Idaho
  Selected officials and statistics, 642
Illinois
  Selected officials and statistics, 643
Indiana
  Selected officials and statistics, 643
Industry
  Business and industrial development, 492-93
  Financial assistance for, **496**
  Legislation, 493
  Special services for, **494**
  Tax incentives for, **495**
  See also Labor
Information systems, 220-23
  Changes, 220
  Computers
    By size, **222**
    Inventories, **225**
  Coordination and control, **224**
  Domestic information display system, 220
  Legislative applications of, **138-39**
  Personnel recruitment, 221
  Problems
    Coordination and control, 222-23
    Data and computer security, 221-22
    External, **221**
Insulation, *see* Energy
Insurance
  Constitutional and statutory elective administrative officials, **182-83**
  Elected state officials, terms, **184-85**
  Legislators' programs, **100-101**
  Medical malpractice, **410-11**
  No-fault auto insurance, 457, **396-97**
  Sex bias in auto insurance, 457
  See also Labor, workers' compensation
Intergovernmental affairs
  Interstate organizations, 585-95
  See also Federal-state relations; State-local relations
Interstate compacts, 596-600
  Growth in (1783-1979), **598**
  Legal context, 596-97
  Participation in selected compacts and agreements, **601-3**
Iowa
  Selected officials and statistics, 644

J

Judiciary, *see* Courts; Criminal justice
Juvenile justice; *see* Criminal justice

K

Kansas
  Selected officials and statistics, 644
Kentucky
  Selected officials and statistics, 645

L

Labor, 559-69
  Agricultural workers, 566-67
  Child labor, 566, **572-75**
  Collective bargaining
    Elementary/secondary public school personnel, **363**
    Successor employer clauses, 563
  Constitutional and statutory elective administrative officials, **182-83**
  Department, reorganization, 568
  Displaced homemakers, 567
  Elected state officials, terms, **184-85**
  Employee privacy, 567-68
  Employment agencies, private, 565
  Equal employment opportunity, 562-63
  Fair labor standards act, 559
  Farm labor contractor registration act, 566-67
  Flexible work hours, 561-62
  Industrial relations, public and private, 563-64
  Jury duty, 568
  Minimum wages, 26, 559-60
  Occupational safety and health, 564
  Prevailing wages, 561

Labor *(continued)*
  Public unions, **254**
  Right-to-work legislation, 561
  State employee labor relations, **252-53, 254**
  State-local relations, 620-22
  Undocumented workers, 567
  Wage garnishment and assignment, 560-61
  Wage payment and collection, 560
  Wages in nonfarm employment, **576**
  Workers' compensation, 25, 564-65, **570-71**
  See also Employment security services
Laetrile, 25
Land use, 508-11
Law enforcement, *see* Police and highway patrols
Legislation
  Advertising by doctors permitted, 25
  Certificate-of-need for new health facilities, 25
  Commerce, consumers, 25
  Consumer issues, **460-61**
  Department of Education, 606
  Drinking ages, 25
  Drugs, 23
  Drugs, generic names allowed, 25
  Economic Development Administration, 606
  Education, 24
  Education, postsecondary, 370
  Elections, 52-55
  Energy, 24
  Equal rights amendment, 23, 36-37, 40
  Erosion and sediment control, **544**
  Ethics, 23, **30-31**
  Financial disclosure, conflict of interest, **32**
  Firearms, **34**
  Good samaritan statutes, **413**
  Hazardous substances and wastes, 24
  Health, selected statutes, **412**
  Hospice programs for terminally ill, 25
  Immunization of schoolchildren made mandatory, 25
  Interest rates, 25
  Introductions and enactments
    Regular sessions, **104-5**
    Special sessions, **106-7**
  Judicial system changes, 23
  Labor, 559-69
  Law Enforcement Assistance Administration, 606
  Legislative review of administrative regulations, 168, **120-21**
  Licensing of various health practitioners, 25
  Lobbying, **140-41**
  Marijuana, 23, 25, 440, **445**
  Medical malpractice, **410-11**
  Mental health reform, 25
  Moped laws, 26
  Nursing homes, 25
  Obscenity, 23
  Selected legislative actions, **27**
  Smoking in public places, 25
  Social legislation, 25
  Sunset laws, 23, 168, **122-24**
  Tax changes, 318-26
  Taxes, finance, 22-23
  Transportation, 26
  Trends (1978-79), 22-26
  Unemployment and workers' compensation laws, 25
  Veto, veto override and effective date, **110-11**
Legislative procedures
  Bill introduction and reference, **114**
  Bill introduction, time limitations on, **112-13**
  Budget documents and bills, **117**
  Initiative provisions for state legislation, **26**
  Parliamentarian and authority, **125**
Legislative procedures *(continued)*
  Referendum provisions for state legislation, **28-29**
  Standing committee action, **116**
  Standing committees, **115**
  Veto, veto override, and effective date, **110-11**
Legislative staff services
  Committees, legislative standing, staff for, **129**
  Selected services offered, **130-37**
  Staff for individual legislators, **128**
Legislators, 79-80
  Insurance programs, 100-101
  Leadership positions, house, **89**; senate, **88**
  Numbers, terms and party affiliations, **85**
  Office space for, house, **127**; senate, **126**
  Party affiliation, 79
  Qualifications for election, **186-87**
  Salaries and other compensation, 79
    Additional compensation for house leaders, **94-95**; for senate leaders, **92-93**
    Constitutional provisions on legislative compensation, **99**
    Interim payments and other direct payment, **96-98**
    Regular and special sessions, **90-91**
    Retirement programs, **102**
  Terms of service, 79
Legislatures, 77-83
  Apportionment, house, **87**; senate, **86**
  Leadership, 80
  Legislative improvement, 77-79
  Legislative oversight, 80-83, **120-21**
    Budget and post-audit activity, 80-81, 83
    Control of federal funds, 82-83
    Regulation review committees, 81
    Sunset, 81-82, 168
  Membership turnover, **103**
  Names and convening place, **84**
  Sessions, legal provisions, **108-9**
  Size and apportionment, 79-80
Library agencies, 226-29
  Accountability, 229
  Chief officers, 228
  Functions and responsibilities, 231, **232-33**
  Library of Congress, 228
  Library services act, 226-27
  Library services and construction act, 227
  National Center for Education Statistics, 226
  National Commission on Libraries and Information Science, 227
  Structure and appropriations, **230**
  U.S. Department of Education, 227-28
  White House Conference on Library and Information Services, 227-28
Licenses, *see* Firearms laws; Motor vehicles
Licensing, *see* Occupations and professions
Lien registration act, federal, 47
Lieutenant governors
  Powers and duties, **174**
  Qualifications and terms, **173**
  Qualifications for election, **186-87**
  Selection, methods of, **195-97**
  Terms, length and number of, **184-85**
  See also Administrative officials
Lifeline rates, *see* Electricity
Livestock, **530**
Lobbying legislation, **140-41**
Lobbyists, as defined in state statutes, **142**
Local governments, *see* Aid to local governments; Finances, state and local; Intergovernmental affairs; State-local relations
Louisiana
  Selected officials and statistics, 645

M

Maine
  Selected officials and statistics, 646
Marijuana, 23, 25, 440, **445**
Marriage laws, **46**
  See also Women
Marshall Islands
  Selected officials and statistics, 664
Maryland
  Selected officials and statistics, 646
Massachusetts
  Selected officials and statistics, 647
Mass transit, *see* Transportation
Medicaid, 405, 414, 418-19, **429**
Medical malpractice, **410-11**
Medicare, 422-23
Metric system, 48
Michigan
  Selected officials and statistics, 647
Micronesia, *see* Federated States of
Migrant workers, *see* Labor
Minnesota
  Selected officials and statistics, 648
Mississippi
  Selected officials and statistics, 648
Missouri
  Selected officials and statistics, 649
Montana
  Selected officials and statistics, 649
Mortgage interest rates, 25
Motor vehicles
  Insurance, no-fault, 457, **396-97**
  Laws, **398**
  Moped laws, 26
  Motorcycle laws, **27**
  Operators and chauffeurs licenses, **400**
  Registration, **399**
  See also Taxation; Tax revenue

N

National Guard, 475-77
  Army, assigned strength, **479**
  Federal appropriations, **479**
  Individual ready reserve, 476
  Strength, **478**
Natural resources
  Employment and payrolls, state and local, **270**
  Expenditure, **288-89**
  State employment, **273**
  State government employees, **267**
  State payrolls, **274**
  See also individual subject headings
Nebraska
  Selected officials and statistics, 650
Nevada
  Selected officials and statistics, 650
New Hampshire
  Selected officials and statistics, 651
New Jersey
  Selected officials and statistics, 651
New Mexico
  Selected officials and statistics, 652
New York
  Selected officials and statistics, 652
No-fault
  Divorce, **44**
  Motor vehicle insurance, 457, **396-97**
North Carolina
  Selected officials and statistics, 653
North Dakota
  Selected officials and statistics, 653
Northern Mariana Islands
  Selected officials and statistics, 664
Nuclear energy
  Generation of electricity, **556**
  Nuclear Regulatory Commission, 469
  Power plants, 24, 469
    Pennsylvania Metropolitan Edison, 469
    Regulation, 469
    Three Mile Island, 469, 553
    Virginia Electric Power Company, 469

O

Occupations and professions, 480-83
  Continuing competence, 482-83
  Evaluating licensing boards, 482
  Licensing health practitioners, 25
  Mandatory continuing education, **484**
  Organization of licensure boards, 481-82
  Requests for licensure, 480-81
Ohio
  Selected officials and statistics, 654
Oklahoma
  Selected officials and statistics, 654
Older Americans act, *see* Public assistance
Oregon
  Selected officials and statistics, 655

P

Parks, *see* Recreation
Parole, 433, 438-40
Peak-load pricing, *see* Electricity
Penal code revision, 437
Pennsylvania
  Selected officials and statistics, 655
Personnel agencies
  Coverage, organization, and selected policies, **248-49**
  See also Civil service reform
Planning, 234-36
  Agencies, 235
  Alternative futures, 234-35
  And community development, 619-20
  Opportunities for the future, 235-36
Police and highway patrols, 450-53
  Departments of public safety, 451-52
  Drunk driving breath tests, 433
  Employment and payrolls, state and local, **270**
  Expenditures, **288-89**, **448-49**, **454**
  Personnel, **454**
  Responsibilities, 450-51
  Search and seizure, 24, 432
  State employment, **273**
  State government employees, **267**
  State-level law enforcement agencies, categories of, 451-52
  State payrolls, **274**
  See also Criminal justice
Pollution control, 497-511
  Air
    Programs, 498-99
    Quality, 498-99, **513**
  Centralized waste process, 505-7
  Coastal development, **517**
  Coastal zone management, **516**
  Environmental impact statements, 507-8, **514**
  Land use, 508-11
  Marine protection, research, and sanctuaries act, 503

- **Pollution control** *(continued)*
  - Natural resources, laws protecting, **515**
  - Noise, 387, 388
  - Pollutant standards index values, **512**
  - Preserving the national heritage, 511
  - Protecting the coastal zone, 509-11
  - Resources conservation and recovery act, 504
  - Siting new energy facilities, 509
  - Solid waste, 504
  - Source separation programs, 504-5
  - Water, 499-503
    - Programs
      - Federal water pollution control act, 542-43
      - Industrial point pollution, 501
      - Municipalities, 500-501
      - Nonpoint source pollution, 501-2
      - Ocean dumping, 503
      - Safe drinking water, 502-3
      - Status of programs, **514**
    - Quality, 500
      - Groundwater, 500
      - Lakes, 500
      - Surface waters, 500
      - Thresholds, **513**
- **Population**
  - By state, **350**
  - Capital cities, **636**
  - School-age, **360**
- **Pornography legislation**, 438
  - *See also* Children
- **Primaries**, *see* Elections
- **Productivity**, 237-41
  - Federal initiatives, 237-38
  - National Center for Productivity, 237
  - National Productivity Council, 237-38
  - State initiatives, 238-40
- **Property taxes**, *see* Taxation; Tax revenue
- **Proposition 13**, 169, 351, 356, 367, 492, 604
- **Public assistance**, 414-23
  - Aid to families with dependent children, 414, 415-16, 577, 627, **424**
  - Child support enforcement program, 416
  - Child welfare services, 419, 421
  - Elderly, programs for, 422-23
  - Employment and payrolls, state and local, **270**
  - Expenditure, by state, **288-89**
  - Federal parent locator service, 416
  - Food stamps, 414, 417-18, 577, **428**
  - General assistance, 417, **425**
  - Medicaid, 405, 414, 418-19, **429**
  - Medicare, 422-23
  - Older Americans act, 423, **431**
  - Social services, 419-22, **430**
  - State employment, **273**
  - State government employees, **267**
  - State payrolls, **274**
  - Supplemental security income, 414, 416-17, **426-27**
  - Work incentive program, 419, 422
- **Public defense**, *see* Criminal justice
- **Public utilities**, 462-71
  - Commissions, 462, **472**
    - Assistance for, 471
    - Constitutional and statutory elective administrative officials, **182-83**
    - Elected state officials, terms, **184-85**
    - Regulatory functions of, **473**
  - Community antenna television (cable), 464, 468-69
  - Electricity, average monthly bills, **474**
  - Federal Energy Regulatory Commission, 463
  - Federal regulatory dominance, 463-64
  - Gas, average monthly bills, **474**
- **Public utilities** *(continued)*
  - Inflation and utility rates, 466-67
  - Joint ownership with private utilities, 470-71
  - Local, employment and payrolls, **270**
  - Management audit, 471
  - National Regulatory Research Institute, 471
  - Natural gas, 467-68
  - Nuclear power plants, 24, 469
  - Quality of service, 470
  - Regulation involving social goals, 470
  - Telecommunications, 468
    - Communications act, 464
    - Directory assistance charges, 468
    - Federal Communications Commission, 468
    - Supreme Court decisions on, 468
    - Telephone directory listings, 468
    - Terminal equipment pricing, 468
  - Water utilities, 471
  - *See also* Electricity; Energy
- **Puerto Rico**
  - Selected officials and statistics, 665
- **Purchasing**, 213-18
  - ABA model procurement code, 213, 215-17
  - Attachment O, 216-17
  - Departments, **219**
  - Federal legislation affecting, 217
  - House subcommittee on governmental activities, 214
  - National Association of State Purchasing Officials, 213, 215

R

- **Railroads**, *see* Transportation
- **Rape**, *see* Criminal justice
- **Recall of elected officials**, *see* Elections
- **Recreation**, 518-21
  - Diversity of programs, 519
  - Funding, 520
  - National Association of State Park Directors, 521
  - Parks: attendance, areas, and acreages, **522**
  - Professionalism in personnel, 520-21
  - Young Adult Conservation Corps, 520
- **Redlining prohibited**, 25, 488
- **Resource conservation**, *see* Conservation, soil and water; Pollution control
- **Retirement systems**, *see* Employment security systems; Finances, state
- **Revenue sharing**, 604-5, 609, 614, **609**
  - Payments to local governments, by entitlement period, **612-13**
  - Payments to state governments, by entitlement period, **610-11**
  - States to local governments for community development, 487
- **Rhode Island**
  - Selected officials and statistics, 656
- **Rifles and shotguns**, *see* Firearms laws

S

- **Sagebrush rebellion**, 606-7
- **Salaries**
  - Administrative officials, **190-94**
  - Compensation commissions for state officials, **188-89**
  - Governors, **171**
  - Higher education, 372
    - Full-time staff, 9-month contracts, **381**
    - Full-time staff, 12-month contracts, **382**
  - Judges of appellate courts and major trial courts, **152-53**

- **Salaries** *(continued)*
  - Legislators, 79
    - Additional compensation, house leaders, **94-95**; senate leaders, **92-93**
    - Constitutional provisions on legislative compensation, **99**
    - Interim payments and other direct payment, **96-98**
    - Regular and special sessions, **90-91**
  - Public school instructional staff, **358**
- **Secretaries of state**
  - Election and publication duties, **177**
  - Legislative, licensing, registration, and custodial duties, **176**
  - Qualifications for office, **175**
  - Selection, methods of, **195-97**
  - Terms, length and number of, **184-85**
  - *See also* Administrative officials
- **Senior citizens**
  - Property tax relief, 321, 325-26
  - *See also* Public assistance
- **Sentencing reform**, 438-40
- **Smoking in public places**, 25
- **Social security act**, 577
  - Child support enforcement program, 416
  - Child welfare services, 419, 421
  - Medicaid, 405, 414, 418-19, **429**
  - Medicare, 422-23
  - Social services, 419-22, **430**
  - Supplemental security income, 414, 416-17, **426-27**
  - Work incentive program, 419, 422
- **Solar energy**, 24, 550-51
  - Developments, 524-25
  - Incentives for, 23, 24, 488, 550
- **South Carolina**
  - Selected officials and statistics, 656
- **South Dakota**
  - Selected officials and statistics, 657
- **State-local relations**, 615-22
  - Administration and management, 618-19
  - Agency reorganization, 615
  - Economic development, 615-16
  - Housing and community development, 487-88
  - Intergovernmental cooperation, 622
  - Labor relations and personnel, 620-22
  - Legislation, 615
  - Planning and community development, 619-20
  - Policy formulation, 615-16
  - Rural areas, revitalization, 616-17
  - Taxation and finance, 617-18
  - *See also* Finances, state and local
- **State pages**, 633
  - Historical data, **635**
  - Official names, capitols, zip codes, and central switchboards, **634**
  - Statistics, **636**
- **Sunset legislation**, 23, 168, 605, **122-24**
- **Supplemental security income programs**, *see* Public assistance
- **Supreme Court decisions**
  - Alaska hire act, 568
  - Appeal from state to federal courts, 433
  - Capital punishment, 437-38
  - Discretionary parole system, 433
  - Drunk driving breath tests, 433
  - Equal footing doctrine in federal-state land ownership, 606-7
  - Hearsay evidence rule, 433
  - Hiring preference, 568
  - Interstate compacts, 597
  - Judicial intervention in detention and correction facilities, 433
- **Supreme Court decisions** *(continued)*
  - Minimum wage and overtime compensation, 560
  - Public defender programs, 144
  - Public utilities and federal antitrust laws, 463
  - Reporters' notes, 24
  - Search and seizure laws, 432
  - Sixth Amendment, 433
  - Telecommunications, 468
- **Supreme Court judges, state**, *see* Courts
- **Surface mining**, 24, 552

T

- **Taxation**, 318-26
  - Agencies administering taxes, **332-33**
  - Alcoholic beverages
    - Agencies administering, **333**
    - Taxes, 321, 325, **327**
  - Changes in 1978, 318-22
  - Change in 1979. 322-26
  - Cigarette and tobacco
    - Agencies administering, **333**
    - Taxes, 22, 321, 325, **327**
  - Death, agencies administering, **333**
  - Distilled spirits, **327**
  - Excise taxes, **327**
  - Gasohol, 22, 320-21, 325, **327**
  - Gasoline
    - Agencies administering, **332**
    - Taxes, **327**
  - Income tax, 356
    - Corporate, 294, 320, 324
      - Agencies administering, **332**
      - Taxes, **336**
    - Individual, 294, 319-20, 322-24
      - Agencies administering, **332**
      - Taxes, **328-29**
  - Income tax credits, 492-93
  - Industry, tax incentives for, **495**
  - Limits on, 169, 322, 356
  - Motor fuel, 320-21, 324-25
    - Taxes, **327**
  - Motor vehicle, agencies administering, **332**
  - Personal property tax, 321
  - Property
    - Decline, 294
    - Relief, 22, 321, 325-26, **334-35**
  - Proposition 13, 169, 351, 356, 367, 492, 604
  - Renewable energy sources, tax incentives for, **555**
  - Sales, 22, 294, 318, 322
    - Agencies administering, **332**
    - Exemptions for food and drugs, **326**
    - Taxes, **327**
  - Severance, 338, 341
  - Social security, 294
  - Solar power, tax incentives for, 23, 24, 488, 550
  - State-local relations, 617-18
  - Tax relief, 22
- **Tax revenue**, 337-41
  - Alcoholic beverages
    - License, **348-49**
    - National summary, **342**
    - Sales and gross receipts, **346-47**
  - Amusement
    - License, **348-49**
    - Sales and gross receipts, **346-47**
  - By type of tax, **344-45**
    - National summary, **342**
  - Cigarette and tobacco products
    - National summary, **342**
    - Sales and gross receipts, **346-47**

- **Tax revenue** *(continued)*
  - Collections, 293-95, 337-41, **337**
  - Death and gift, **344-45**
  - Documentary and stock transfer, **344-45**
  - Hunting and fishing license, **348-49**
  - Income, 338, **337**
    - Corporation, 340-41, **344-45**
      - General revenue, **284-85**
      - License, **348-49**
      - National summary, **342**
    - Indexing, 339
    - Individual, **344-45**
      - General revenue, **284-85**
      - National summary, **342**
  - Individual state comparisons, 340-41
  - Insurance
    - National summary, **342**
    - Sales and gross receipts, **346-47**
  - License, 338, **337**, **344-45**, **348-49**
    - General revenue, **284-85**
    - National summary, **342**
  - Motor fuels
    - General revenue, **284-85**
    - National summary, **342**
    - Sales and gross receipts, **346-47**
  - Motor vehicle operators, license, **348-49**
  - Motor vehicles, license, **348-49**
  - Occupations and businesses, license, **348-49**
  - Parimutuels
    - Sales and gross receipts, **346-47**
  - Property taxes, 338-39, 341, **344-45**
    - National summary, **342**
    - Per capita, **303**
  - Public utilities
    - License, **348-49**
    - National summary, **342**
    - Sales and gross receipts, **346-47**
  - Sales and excise taxes, 337-38, **337**
  - Sales and gross receipts, **344-45**, **346-47**
    - And inflation, 339
    - General revenue, **284-85**
    - National summary, **342**
  - Severance taxes, **330-31**, **344-45**
    - National summary, **342**
  - State and local collection as percentage of personal income, **361**
  - State tax revenue
    - National summary, **342**
    - Role of, 339-40, **340**
    - Summary of, **343**
- **Telecommunications**, *see* Public utilities
- **Tennessee**
  - Selected officials and statistics, 657
- **Testing**, *see* Education, elementary and secondary
- **Texas**
  - Selected officials and statistics, 658
- **Three Mile Island**, 469, 553
- **Time-of-day pricing**, *see* Electricity
- **Trade secrets**, 48
- **Traffic**, *see* Highways; Police and highway patrols; Transportation
- **Transportation**, 383-88
  - Aviation, 387-88
    - Airport construction, 388
    - Airport development and assistance program, 388
    - Deregulation of, 383-84, 387-88
    - Noise pollution, 387, 388
    - Safety, 388
  - Car pool and fringe parking projects, **401**
  - Departments, state, 384-85
    - Primary form of organization, **389**
- **Transportation** *(continued)*
    - Responsibilities, **390**
  - Department, U.S., 523
  - Hazardous materials, 384
  - Legislation, 26
  - Mass transit, 386
    - Distribution of funds, **395**
  - Railroads, 386-87
    - Amtrak, 387
    - Commissions, 462
    - Deregulation proposed, 387
    - Local rail service assistance act, 387
    - Milwaukee railroad, 386-87
    - Rock Island railroad, 386-87
  - *See also* Highways
- **Treasurers**
  - Terms, length and number of, **184-85**
  - *See also* Administrative officials

U

- **Unemployment**
  - Airline employee protection program, 579
  - Annual averages, **582**
  - National Commission on Unemployment Compensation, 580
  - Redwood employee protection program, 579
  - Trade act of 1974, 580
  - *See also* Employment security services
- **Uniform state laws**, 47-48
  - Audio-visual deposition act, 47
  - Brain death act, 47
  - Durable power of attorney act, 48
  - Federal lien registration act, 47
  - Metric system procedures act, 48
  - National Conference of Commissioners on Uniform State Laws, 47-48
  - Real estate time-share act, 47-48
  - Record of passage of, **49-51**
  - Sentencing and corrections act, 47
  - Trade secrets act, 48
- **Urban development**, *see* Housing and community development
- **Utah**
  - Selected officials and statistics, 658
- **Utilities**, *see* Public utilities

V

- **Vermont**
  - Selected officials and statistics, 659
- **Veto**, *see* Legislative procedures
- **Victims of crime**, *see* Criminal justice
- **Vietnam-era veterans**, 577, 579
- **Virginia**
  - Selected officials and statistics, 659
- **Virgin Islands**
  - Selected officials and statistics, 665
- **Voting**, *see* Elections

W

- **Wages and hours**, *see* Labor
- **Washington**
  - Selected officials and statistics, 660
- **Water pollution**, *see* Pollution control
- **Welfare**, *see* Public assistance
- **West Virginia**
  - Selected officials and statistics, 660

Wisconsin
  Selected officials and statistics, 661
Women, 36-43
  Abortion, 39
  Cohabitation, 42
  Commissions on the status of, 39-40
  Credit, 38
  Displaced homemakers, 567
  Divorce, 41-42, **44-45**
  Domestic violence, 40, 445
  Housing credit, 38-39
  Marriage, 41, **46**
  National Association of Commissions for, 40
  Public service, 37-38
  Rape, 40-41, 438
  See also Equal rights amendment
Workers' compensation, *see* Labor
Work incentive program, 419, 422
Wyoming
  Selected officials and statistics, 661

Y

Youth, *see* Children; Public assistance